DOCUMENT RESUME

ED 191 652 RC 012 256

AUTHOR	Preston, James C.
TITLE	Proceedings: Northeast States Conference on Educational Programs for Local Government (Durham, New Hampshire, May 8-9, 1979).
INSTITUTION	Northeast Regional Center for Rural Development, Ithaca, N.Y.
PUB DATE	Apr 80
NOTE	155p.
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	Community Services: Curriculum Development: Extension Education: *Government School Relationship: *Land Grant Universities: *Local Government: Local Issues: *Program Descriptions: Publications: Rural Development: *Training: Youth
IDENTIFIERS	*United States (Northeast)

ABSTRACT

Published to provide the reader with a working knowledge of the educational programs provided for local governments by land grant institutions in the 12 Northeastern states, these proceedings present papers and summary reports covering important aspects of the various programs. Part I contains in-depth papers concerning: the development of local government training programs with professional associations: use of practitioners as instructors: extension services: curriculum development: organizing and operating a local government publication program: local government education for youth: two programs outside the Northeast region: and program challenges from a national perspective. The in-depth papers were solicited for the conference based on reports submitted prior to the meeting by the 30 participants from 13 states and the Northeast Regional Center for Rural Development. These initial overview statements, brief reports outlining separate training programs for local officials, and selected program summaries are presented in Part II. These proceedings mark the first publication of information describing the breadth and depth of educational programs for local governments in the Northeast. (Author/SB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED191652

Northeast Regional Center for Rural Development Publication 18
April 1980

SEP 1980
ERIC/CRESS
RECEIVED

Proceedings

Northeast States Conference on Educational Programs for Local Government, May 8-9, 1979

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Cornell
University
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Northeast Regional Center for Rural Development
Cornell University, Ithaca, New York

Connecticut *Delaware* Maine *Maryland* Massachusetts *New Hampshire*
New Jersey New York *Pennsylvania* Rhode Island *Vermont* West Virginia

RC 012256

A publication of the
Northeast Regional Center for Rural Development
293 Roberts Hall
Cornell University
Ithaca, New York 14853

Permission to reproduce material appearing in this publication is hereby granted for non-copyrighted use, provided full acknowledgement is made of the source and that no change of headings or text is made without approval.

PROCEEDINGS

NORTHEAST STATES CONFERENCE
on
EDUCATIONAL PROGRAMS
for
LOCAL GOVERNMENT

May 8-9, 1979
New England Center for Continuing Education
University of New Hampshire
Durham, New Hampshire

Sponsored by:

Northeast Extension Public Policy Committee

and

Northeast Regional Center for Rural Development

Prepared by:
James C. Preston

ACKNOWLEDGEMENTS

Several people from the various participating states were involved in planning the Conference. A special note of thanks is due the members of the Conference planning committee, as listed below:

Connecticut

Beldon Schaffer
Maria Maiorana Russell

Delaware

Daniel S. Kuennen

Maine

Kathryn H. Godwin

Maryland

M. Henry Eppes
Harvey Shelton

Massachusetts

George McDowell

New Hampshire

Larry O'Connell
John Damon

New Jersey

Ernest Reock
William Rae
Ray Bodner

New York

James Preston, Co-chairman
Duane Wilcox, Co-chairman

Pennsylvania

Peter H.B. Norton

Vermont

Malcolm Bevins

West Virginia

Anthony Ferrise

Northeast Rural Development Center

Lee M. Day
Samuel Leadley, Co-chairman
Frederick Schmidt

The Conference was co-sponsored by the Northeast Extension Public Policy Committee and the Northeast Regional Center for Rural Development. Lee M. Day, Director of the Northeast Center, was instrumental in promoting the need for such a Conference. Samuel Leadley of Pennsylvania State University, and a member of the Northeast Center staff, Duane Wilcox, Coordinator of Local Government Programs at Cornell University, and James C. Preston of Cornell University shared responsibility for organizing and conducting the Conference. Dorothy J. Messenger assisted with completing local arrangements for the Conference and is responsible for typing the manuscript for these proceedings.

FOREWORD

From time to time the system of small local governments which is prevalent in the Northeast comes under attack from those who would consolidate these local governments into larger governments in the name of efficiency or increased professionalism. Advocates of consolidation appear to ignore the preference of citizens for local governments in which they can participate more readily, the opportunities for economies that can be realized through special districts or various forms of cooperation between local governments, and the potential benefits to be gained from improved training programs for local officials.

There is no doubt that the job of local governments is becoming more complex. In many instances state and federal governments have relinquished responsibility to local governments for the planning and management of a wide variety of public services that have a direct and visible impact on community life. Local constituencies, meanwhile, have become increasingly articulate and competitive in their demands. The solution to local problems too often calls for technical and other resource inputs beyond local capability.

It is in response to these and other needs of local government leaders that Land Grant Universities in most of the states in the Northeast region conduct a variety of educational programs for local governments. The purpose of this publication is to provide the reader with a working knowledge of the educational programs conducted in the Northeast so that consideration of additions to or modifications of current programs in a particular state might benefit from the experiences in other states.

PREFACE

The Land Grant Universities in most of the twelve Northeastern States* are significantly involved in the conduct of educational programs for local governments. These proceedings cover important aspects of many of the programs through papers and summary reports prepared for a special Northeast Conference of University Educators.

The purpose of the Conference was to provide an opportunity for representatives of the Northeast Land Grant Universities who were responsible for programming to share program content and experiences that would help to facilitate and to strengthen future educational efforts with people in local government. The more specific objectives of the Conference were:

- to share existing educational materials in the Northeast for multi-state use;
- to analyze alternative approaches to local government educational programs and program strategies;
- to strengthen inter-university ties among local government educators; and
- to identify gaps in program materials and to explore strategies for filling these gaps.

Prior to the Conference, planning committee representatives from each state were invited to submit a program overview statement and up to five brief reports outlining separate training programs for local government officials. These reports were duplicated and shared with participants of the Conference and are presented here as part two of the proceedings.

Representatives from selected states were invited, on the basis of the initial program statements, to prepare more in-depth papers for presentation at the Conference. These papers are presented as part one of the proceedings. In addition, an attempt was made to gain a perspective on programming for local governments wider than just the Northeast. Therefore, reports were presented about programs in Mississippi and Iowa as well as a paper on "Program Challenges" from a national perspective.

This is the first time that information describing the breadth and depth of educational programs for local governments in the Northeast has been prepared for publication. We hope that this set of proceedings will help to provide a base for similar sharing in the future in the Northeast and perhaps other regions of the United States.

James C. Preston
Associate Professor
Department of Rural Sociology
Cornell University

---

*Connecticut
Delaware
Maine
Maryland
Massachusetts
New Hampshire
New Jersey
New York
Pennsylvania
Rhode Island
Vermont
West Virginia

CONTENTS

ACKNOWLEDGEMENTS i
FOREWORD ii
PREFACE. iii

PART I. IN-DEPTH PROGRAM ANALYSIS

I. Development of Local Government Training Programs With Professional Associations
Beldon H. Schaffer. 1

II. Development of Local Government Training Programs With Professional Associations
Edward T. Dowling 4

III. The Use of Practitioners As Instructors
Ernest C. Reock, Jr. 6

IV. Sussex County Association of Towns - Delaware, Cooperative Extension Makes the Difference
Daniel S. Kuennen 10

V. Local Elected Officials Training Project and Curriculum Development
W. Donald Callan 17

VI. Organizing and Operating a Local Government Publication Program
David A. George 21

VII. Local Government Education for Youth
Peter H.B. Norton 25

VIII. Local Government Programs, Iowa State University Extension
J.M. (Jack) Whitmer, Jr. 29

IX. The Center for Government Technology
William W. Linder 35

X. Program Challenges
Jack Timmons. 39

PART II. OVERVIEW OF NORTHEAST STATES LOCAL GOVERNMENT PROGRAMS WITH SELECTED TRAINING PROGRAM SUMMARIES

I. Institute of Public Service - The University of Connecticut. . . 42

II. The Delaware Public Administration (DPA) Institute, College of Urban Affairs and Public Policy 61

III. Bureau of Public Administration, University of Maine 73

IV. Maryland Technical Advisory Service. 81

V. The Institute for Governmental Services, University of Massachusetts 83

VI. Local Government Programs, New Hampshire. 90

VII. Bureau of Government Research and Department of Government Services, Rutgers, The State University of New Jersey 91

VIII. Cornell Local Government Program, New York. 102

IX. Educational Efforts Related to Local Government, Cooperative Extension Service, The Pennsylvania State University. 113

X. Public Policy Activities, University of Vermont 118

XI. Extension Educational Program In Local Government, West Virginia University 126

APPENDIXES

A. Participants. 133

B. Participant Comments and Recommendations for a Possible Follow-Up to this Conference. 135

PART I

IN-DEPTH PROGRAM ANALYSIS

I. DEVELOPMENT OF LOCAL GOVERNMENT TRAINING PROGRAMS WITH PROFESSIONAL ASSOCIATIONS

Beldon H. Schaffer
Director, Institute of Public Service
The University of Connecticut
Storrs, Connecticut

A major dimension of the Institute of Public Service at the University of Connecticut over the past 35 years has been close working relationships with a variety of local government professional associations. These associations include: (1) the Connecticut Association of Assessing Officers, (2) the Municipal Finance Officers Association of Connecticut, (3) the Connecticut Association of Street and Highway Officials, (4) the Connecticut Town Clerks Association, (5) the Connecticut Association of Building Officials, (6) the Connecticut Tax Collectors Association, (7) the Connecticut Association of Town and City Managers, and (8) the Connecticut Chiefs of Police Association.

The pattern of IPS involvement with professional groups has been fairly consistent. Each association appoints an inservice training committee, which is usually separate and distinct from its executive committee. This inservice training committee thinks through the training and educational needs of the membership. It does so at regularly scheduled committee meetings. Each Inservice Training Committee has one staff person from the Institute as an ex officio member. The institute staff member is expected to come to the planning meetings with a prepared agenda to help stimulate the discussion. Selection of time, place, and content of training sessions is the product of these planning sessions. At these meetings, the institute staff member is always a resource person; the intensity of his/her involvement in the deliberations is somewhat dependent on the way the particular committee members participate. The more passive the committee, the more actively involved the staff member and vice versa.

The results of the inservice training committee meetings range from a ten-day Management Development School to one-day seminars for town and city engineers and directors of public works.

The institute has followed this pattern of close involvement with individual professional associations for a number of reasons, among which are:

1. the members of the inservice training committees are selected for their knowledge of their field of specialization and their willingness and desire to share this knowledge with other members of their association;

2. Institute staff members generally are not specialists and must often rely on the technical knowledge of the inservice training committee members in determining explicit content of training sessions;

3. the end product, whether it is a school or a one-day workshop, is a jointly sponsored venture that has benefits for the professional association, as well as for the Institute;

4. over a period of time the Institute staff member becomes increasingly knowledgeable about the technical aspects of the specialized field with which he/she is working, thus enabling a more intensive participation in program content deliberations and decisions;

5. the inservice training committee system provides valuable continuity of annual programming both for the Institute and the professional associations;

6. the professional association has an ongoing staffed activity that it can depend on as part of the service from its state university

From the point of view of the associations, the details of location, meals, housing, and other school, conference or workshop logistics are taken care of by their assigned institute staff person. However, the association, through its inservice training committee, does know about the details of these arrangements in advance and can recommend or suggest the changes it deems necessary for membership satisfaction.

By working closely with professional associations of municipal officials on their training needs, the institute has also been able to directly help these groups meet certification requirements. Training programs are structured so that individual programs correspond to the certification requirements of the respective professional associations.

The tradition of working closely with professional associations of municipal officials had its origin with the Connecticut Association of Assessing Officers. In 1944, the Assessing Officers Association asked the university to run a workshop for assessors. The university, through its School of Business Administration, responded with the first week-long Assessors School staffed primarily by senior members of the Assessing Officers Association. That pattern has been followed fairly consistently over the 34 years the Institute of Public Service has been responsible for the administration of the school.

The pattern established by the Assessors was followed during the remainder of the 1940's by the Municipal Finance Officers Association of Connecticut, the Connecticut Association of Town and City Clerks and the Connecticut Association of Tax Collectors. In the ensuing years, the other professional associations noted above have requested similar training program assistance and the institute has appropriately responded.

Program Advisory Committee

Another pattern of relationships with Connecticut municipal associations has also evolved over the years. The Institute of Public Service has invited each professional association to appoint one of its members to an advisory committee for management-development training programs. This arrangement has been used extensively by the Institute's Intergovernmental Personnel Program (IPA) and is the basis for program development for the New England Public Executive Training School (NEPETS), which is conducted annually in June. The institute has received excellent cooperation from the various professional associations in selecting members for management-development advisory committee assignments. Representation on the advisory committee closely ties each association with its particular training program. The association representative is responsible not only for representing the interests of his/her particular association in the planning deliberations, but also for doing whatever is necessary to promote association interest and attendance. This includes making an announcement presentation at regularly scheduled meetings of their membership.

Continuity of program development plus close involvement with the development of certification systems for the individual professional associations have been the principal benefits of working with professional associations on their training and educational needs. Both association and institute benefit as they work together to carry out a common purpose - a better informed and technically prepared public official.

II. DEVELOPMENT OF LOCAL GOVERNMENT TRAINING PROGRAMS WITH PROFESSIONAL ASSOCIATIONS

Edward T. Dowling
Extension Professor, Institute of Public Service
The University of Connecticut
Storrs, Connecticut

The title of this presentation suggests the earliest history of the Institute of Public Service and methodology used by its first director in approaching and establishing relationships with two municipal organizations at the inception of the institute in 1944: The Connecticut Association of Assessing Officers and the Municipal Finance Officers Association of Connecticut.

The Institute of Public Service has had continuing training relationships with these two and other organizations with organizations of town clerks, tax collectors, town managers, public works personnel, and building inspectors (building officials). Training relationships have also evolved to a greater or lesser extent, in different circumstances, in the following areas among others: recreation, public health, police, planning and urban renewal, conservation and historic district commissions, planning and zoning. The institute association relationship is a tried and proven vehicle for developing and sustaining functional training-educational programs.

I would like briefly to discuss the Institute of Public Service's relationship with two organizations involved in property tax administration and to consider their interests in education-training as a means to certification "credentialing" both within their own associations and through legislative authorization. These are: The Connecticut Association of Assessing Officers (CAAO) and the Tax Collectors Association of Connecticut (TCAC).

Certification of Assessors

In Connecticut and elsewhere, assessors have expressed interest in self-improvement, greater professional status, and greater professional standards of performance for more than 30 years. They have done so through their state organizations and their national group (IAAO). The Connecticut group's development of its own certification designation in 1962, which was patterned after the CAE designation of IAOO, epitomizes these thrusts. Additionally, a key recommendation in a 1972 report commissioned by Governor Meskill called for a state sponsored certification program, again based on the idea of improving assessment administration throughout the state. Legislation creating the Connecticut Certified Assessor Committee to develop and administer an education program was enacted in 1974. The training program developed the courses, materials, etc. that we had developed and incorporated within the Annual Assessors School format. These courses with examinations are routinely offered during the Annual Assessors School and, depending on interest expressed in the program, on a regional basis throughout the year. Currently, over

190 assessment personnel have completed the program developed by the certification committee, which consists of three courses with examinations plus a final examination. One additional comment: assessors, like police, have had a lot of public, i.e. political policy, interest over the past 10-15 years arising from interest in the property tax, school equalization, equalization for other state grants, quality and equity in administration, etc. Also, Connecticut communities have gradually been "professionalizing" the assessor's position on a home rule basis by taking it out of politics and making it full-time and permanent. These developments have all helped to insure continuing and even accelerating interest in educational programming for assessors.

Certification of Tax Collectors

Now, the tax collectors. Because assessment and collector positions are so interdependent in the administration of property taxes, there is and has been in the recent past (as described above) a great deal of collector interest in what has been happening to assessors and assessment administration. Interest, envy, and a little jealousy have also developed because assessor salaries are higher and because assessors have greater local status.

In any event, in 1978 the TCAC asked the Institute of Public Service to work with them to improve the Association's educational programs. The TCAC wished the Institute to help develop an educational program which would be the basis of an association certification effort both as an association and through the legislative process.

In response to the TCAC's request, we have worked with the Certification Committee of the Association that developed a three course sequence as the core curriculum for certification (by the association); to the legislation that created assessor certification we have introduced an amendment in order to extend the same rights and privileges to collection personnel; and we have developed examinations, courses, adjunct instructors, and a records management system for the program. A one-time waiver examination was given to experienced collectors in December, 1978 and two sections of the first course were offered during the Collectors School in March, 1979. Presently, 128 persons have successfully completed this first phase. Plans are currently being formulated to continue the program in the Fall, 1979. The Institute of Public Service and the State Tax Department testified on behalf of the amendment. Its enactment in this session is still uncertain.

III. THE USE OF PRACTITIONERS AS INSTRUCTORS

Ernest C. Reock, Jr.
Director, Bureau of Government Research
Rutgers-The State University of New Jersey
New Brunswick, New Jersey

Training programs for New Jersey local government personnel provided by Rutgers University over the past thirty years have made heavy use of practitioners as instructors. By "practitioners" we mean persons who currently are serving professionally in the field to which the training program is directed, and who are recruited by the University to teach on a part-time basis. Also included in the definition are state government officials and employees who have some responsibility for supervising or monitoring the activities of local government in a particular field. Of 58 courses offered during the Fall of 1978, the principal instructors were:

Local governmental officials	43
State government officials	6
Academic faculty members	5
Private consultants	4
Regular extension staff	0
	58

Even the figure of five for academic faculty members is misleading, since three of these persons were selected to teach a course for newly-elected municipal governing body members and brought to the class not only academic credentials but personal experience as elected municipal officials.

Background

The reasons for this emphasis on the use of practitioners may be found in the origins of the Rutgers training programs and in the nature of the programs themselves. The Bureau of Government Research was established by Rutgers University in 1950 as a response to requests from the New Jersey State League of Municipalities for some direct service role linked to the University's newly established status as the State University of New Jersey. Representatives of the League expressed a need for practical, how-to-do-it training courses for their local officials and employees. A related factor was the relatively strong pattern of state supervision of local government finance which had been established in New Jersey as a result of defaults during the depression years of the 1930s. These elements led to placing the first training course offered by the bureau in the field of Municipal Finance Administration putting stress on statutes, regulations, and day-to-day financial procedures. No academic faculty member could be found having detailed knowledge of these subjects, and so the bureau turned to the deputy director of the State Division of Local Government - the agency responsible for supervising local government finance.

Since 1950, training programs at Rutgers have continued this emphasis on practical, immediately usable training programs, in most cases oriented toward the requirements of a particular local government office or position, such as finance officer, municipal clerk, tax assessor, tax collector, planning board member, building inspector, or arson investigator. Other kinds of programs have been added, such as management training and public policy training, but they remain a smaller part of the overall program.

Since the bulk of the training courses remain job oriented, the selection of instructors also follows the original pattern. Academic faculty members are sought, but rarely have the detailed knowledge of the subject matter necessary for these programs. Furthermore, most academic faculty members are not interested in teaching non credit extension courses, many of which are offered off campus in high schools, community colleges, and municipal buildings. The faculty member who undertakes such activities on an "overload" basis, rather than concentrating on publishable research, may well jeopardize his or her career development. University extension staff, while more knowledgeable after some service, also lack the detailed knowledge to serve as instructor in most cases. The pattern, then, is to turn to the practitioner, with the hope that a person who is knowledgeable and experienced in his or her job will be, or can be turned into, a capable instructor.

Advantages

The use of practitioners as instructors has a number of advantages and a number of disadvantages. If the goal is to offer training programs on a practical level, the practitioner is hard to beat, assuming that the best practitioners are selected as instructors. If the state-official type of practitioner is selected, the level of direct operating experience may be lower, but class members derive special benefit from the opportunity to obtain authoritative interpretations of statutes, regulations, and administrative policies.

Secondly, the use of practitioners usually helps to establish an immediate rapport between instructor and student, since both are members of the same peer group, and both are faced with the same day-to-day operational problems.

Third, the use of practitioners is cheaper than using academic faculty members. Practitioners usually will serve at considerably lower salary rates than academic faculty because of the prestige involved. To be selected as the instructor of a program aimed at peers creates a preeminence in any professional field. Beyond this, we find that serving as an instructor at the State University has special prestige value. In addition, the use of practitioners helps to pyramid a limited University resource - faculty budget lines - making available a greater number of programs. If we were to use our five-member extension faculty to teach the courses offered, we would be limited to a far smaller number of activities than we can now present by using our staff as recruiters, arrangers, and organizers.

Disadvantages

These are all major advantages derived from using practitioners as instructors. But there are also disadvantages. While the list of such drawbacks is longer, this does not mean that they carry more weight. Some drawbacks are general and must be faced whenever practitioners are considered. Others are mentioned merely as possibilities - situations which have been encountered, but only rarely. One of the major disadvantages is that the use of practitioners in job-oriented training programs may result in a relatively parochial approach to the subject. There may be too much emphasis on "how to" and not enough on "why". There may be a deficiency of theory, innovation, and scope in the teaching. We have tried to respond to this danger by organizing annual conferences in each subject matter area where training courses are offered. This provides an opportunity to bring the clientele group, both instructors and rank-and-file, into contact with a wide variety of persons and to expose them to ideas and concepts that take them beyond their own community experience.

A second disadvantage is that, while we recruit practitioners for their knowledge and job experience, we have no guarantee that they will be good instructors. There is a tendency for inexperienced instructors to adopt very formal teaching techniques. The worst example, which has recurred from time to time, is the knowledgeable practitioner who becomes petrified before a class and turns to reading the textbook aloud. To combat this sort of problem, for several years we have encouraged our practitioner-instructors to attend the free instructor's training course that our Graduate School of Education organized for us. Including such subjects as the characteristics of adult learners, variation in teaching styles, measurement and evaluation of feedback, and use of audio visual aids, the course generally concludes with demonstration teaching by the class members, sometimes using videotape for self-observation.

A third disadvantage is that the use of practitioners does nothing to build a constituency for the training programs among regular academic faculty members. Internal university constituencies are handy things to have when reorganization and other forms of internecine warfare erupts. The obvious response to the lack of an internal constituency is to rely on external groups for the needed support, and this has been done.

Fourth, there is the disadvantage that reliance on practitioners only results in the slow growth of technical expertise among the extension staff. The staff members' role as recruiter, organizer, and arranger does not facilitate his or her development as functional specialist. Closely related is the potential debilitating effect on extension staff morale. How long can staff members function only as an arranger of some other person's more obviously productive role? The answer will vary, of course, with different staff members, but the problem exists for everyone. From time to time we have been able to provide some relief by involving extension staff in the preparation of study materials or in research projects, but the effectiveness of these remedies is spotty.

A possible disadvantage of using practitioners, and one which we have encountered upon relatively rare occasion, is that the practitioner might adopt the good-old-boy (or girl) approach when tests, examinations, or homework are part of the course. An occasional practitioner-instructor may value his or her good relations with members of the class who are peers more highly than the integrity of the training program. A first step which we have taken at times to meet this problem has been to have our extension staff prepare examinations from a central pool of questions supplied by all instructors of a particular course. A more drastic step, rarely used, is to provide for centralized grading of tests and examinations.

Probably related to the last disadvantage is the potential political problem encountered if a demonstrably poor practitioner-instructor happens to be a powerful figure in the professional association which cosponsors the training program. We have "retired" instructors in the past - both practitioner and academic - who have not performed satisfactorily, but the way in which this is handled must vary with the situation involved.

Finally, there is the potential lack of a University presence if practitioners are used as instructors, especially at off-campus locations. In past years, we tried to meet this disadvantage by having extension faculty open the course, possibly give the opening lecture, and monitor the course occasionally thereafter. Budgetary limitations on travel plus the burden of night work now makes this response more difficult.

When all of the advantages and disadvantages of using practitioners are tallied, the major reason for using them probably stands untouched - given the type of "practical" training courses we try to offer, there simply are very few academic faculty members at our university, or at most others, who have both the inclination and the knowledge to serve as instructors for such programs. Practitioners, on the other hand, are eager, capable, and less expensive.

IV. SUSSEX COUNTY ASSOCIATION OF TOWNS - DELAWARE

COOPERATIVE EXTENSION MAKES THE DIFFERENCE

Daniel S. Kuennen
Community Resource Development Agent
Delaware Cooperative Extension Service
University of Delaware
Georgetown, Delaware

Organizing, supporting, and maintaining farmer, homemaker, and youth organizations has formed a solid basis for Extension programs. Local government organization in the public sector requires much of that same expertise. As public resources become more expensive and as local governments are forced into new issues and services, CRD Extension has a greater role to play. The Delaware experience over three years in organizing a county association of towns has shown useful results for member towns.

Intergovernmental cooperation is an often quoted term used to describe better working relationships among various levels of government. The quality of such relationships will be important in determining whether or not rural areas will be a desirable place in which to live and work.

It has long been an assumption in Community Resource Development that communities must be assisted in recognizing their interrelationship proximity. Local government officials have gradually increased their capacity to manage more effectively.

Delaware Background

Delaware is a small state comprised of approximately 58 units of local government, including three counties. The fact of its relatively small size and its division into three counties has been largely responsible for administrative custom within the state. In 1897 a convention member attending a state constitutional convention declared that "each county is very nearly as separate and distinct from the other as each state is ... from the other states (of the Union)." In fact, all of the constitutions of Delaware have exhibited an intense local loyalty. Counties have always been recognized as a dominant force in Delaware politics.

Local towns and cities offer strong attachments for the same reasons. Until the mid 1940s, Delaware was characterized by a conglomeration of small towns, crossroad communities, and outlying places. Before 1940, except for the City of Wilmington, no town or city population exceeded 5,000 inhabitants.

Prior to 1965, each county was administered in part by a levy court. Actually levy courts did not possess general ordinance power. These governing powers were reserved by the state legislature. With the spread of urbanization in New Castle County, however, home rule was granted in 1964.

In January 1971, Sussex County, the most rural county received home rule. To a greater extent counties now function somewhat like local municipalities.

These home rule charters and other outside influences have begun to shift the power balance between the municipalities and county government in Sussex County. Prior to the growth or county renaissance, 23 municipalities existed throughout the county with little county involvement (see Table 1).

With the advent of such federal programs as General Revenue Sharing, Comprehensive Employment and Training Act (CETA), Environmental Protection Agency (EPA), and to some extent Economic Development Administration, the Sussex County Council has expanded its sphere of influence.

Early signs of disagreement between the counties and municipalities appeared when the counties, feeling that they were not properly represented, withdrew from the Delaware League of Local Governments. The counties later formed the Tri-County Association.

On another front, counties have come under attack by two gubernatorial commissions, the Delaware Tomorrow Commission and the Intergovernmental Task Force. These commissions discussed "overgovernance in Delaware." One recurring theme has been the abandonment of county government.

Development of Sussex County Association of Towns

Faced with these changes at the state level and particularly those at the county level, Sussex County municipalities began to discuss among themselves the need for better cooperation.

One of the precipitating influences was the county's withholding of county tax reassessment information from the municipalities. The previous countywide assessment was made in 1957. The new reassessment was completed in 1976. Because of the increase recorded, however, the county felt it was expeditious to withhold release of assessments until the county "reevaluated" them.

Unfortunately many of the municipalities did not understand, nor necessarily agree with, the county's actions. Several mayors met informally in May of 1976 to discuss this issue and others. At this meeting they agreed that an association should be developed to represent local municipal concerns. The question of county government membership was left unresolved.

Some of these same mayors had previously contributed to cooperative efforts through the Delaware League of Local Government and Lower Eastern Shore Mayor's Association and drew heavily on this experience in forming a Sussex County association. One of the prime movers in this effort was the Mayor of Laurel, Delaware. It was during this time that the Delaware Cooperative Extension Service conducted joint community development projects with Laurel.

Since the Mayor Laurel had successfully worked with the Extension CRD

POPULATION AND PER CAPITA INCOME ESTIMATES

FOR THE STATE, SUSSEX COUNTY, AND MUNICIPALITIES

TABLE 1.

AREA	POPULATION					ESTIMATED PER CAPITA MONEY INCOME (Dollars)			
	July 1, 1975	July 1, 1973 (Revised)	April 1, 1970 (Census)	Change, 1970 to 1975		1974	1972 (Revised)	1969	Percent Change, 1969 to 1974
				Number	Percent				
State of Delaware................	579,405	572,853	548,104	31,301	5.7	4,809	4,014	3,265	47.3
Sussex County....................	89,103	85,411	80,356	8,747	10.9	3,994	3,378	2,649	50.8
Bethany Beach....................	301	269	189	112	59.3	5,425	4,926	3,431	58.1
Bethel...........................	184	179	219	-35	-16.0	5,305	4,457	3,217	64.9
Blades...........................	644	607	632	12	1.9	4,043	3,379	2,551	58.5
Bridgeville......................	1,356	1,343	1,317	39	3.0	4,372	3,682	2,842	53.8
Dagsboro.........................	381	367	375	6	1.6	4,834	4,047	3,105	55.7
Delmar...........................	968	946	943	25	2.7	4,370	3,646	2,782	57.1
Ellendale........................	415	405	399	16	4.0	4,039	3,382	2,595	55.6
Fenwick Island...................	58	56	56	2	3.6	6,099	5,107	3,918	55.7
Frankford........................	660	658	635	25	3.9	4,157	3,612	2,802	48.4
Georgetown.......................	2,211	1,859	1,844	367	19.9	5,093	4,297	3,325	53.2
Greenwood........................	687	676	654	33	5.0	4,077	3,429	2,641	54.4
Henlopen Acres...................	118	116	119	-1	-0.8	16,946	14,189	10,886	55.7
Laurel...........................	2,412	2,400	2,408	4	0.2	3,850	3,235	2,491	54.6
Lewes............................	2,657	2,652	2,563	94	3.7	4,407	3,835	2,921	50.9
Milford (part)...................	3,299	3,223	3,285	14	0.4	4,297	3,771	3,190	34.7
Millsboro........................	1,058	1,025	1,073	-15	-1.4	5,952	5,013	3,871	53.8
Millville........................	218	222	224	-6	-2.7	4,332	3,884	2,980	45.4
Milton...........................	1,488	1,433	1,490	-2	-0.1	3,229	2,815	2,266	42.5
Ocean View.......................	476	474	411	65	15.8	4,818	4,373	3,076	56.6
Rehoboth Beach...................	1,754	1,758	1,495	259	17.3	7,431	6,482	4,879	52.3
Seaford..........................	5,586	5,313	5,537	49	0.9	4,479	3,885	3,047	47.0
Selbyville.......................	1,086	1,130	1,099	-13	-1.2	3,724	3,252	2,602	43.1
Slaughter Beach..................	88	85	84	4	4.8	4,207	3,523	2,703	55.6
South Bethany....................	57	50	24	33	137.5	4,388	3,415	2,620	67.5
Multi-County Places									
Milford..........................	5,411	5,398	5,314	97	1.8	4,118	3,520	2,902	41.9

Note: 1970 population and related per capita income figures reflect annexations since 1970 and corrections to 1970 census counts. For subcounty areas with a 1970 census sample population of less than 1,000, the 1969 per capita income is an estimate and not the 1970 census figure. For details and meaning of symbols, see text.

Agent, the Agent became involved in initial conversations and subsequent plans for a county municipal association.

The CRD Agent was formally invited to attend the second formative meeting, which was held in July 1976. At this meeting it was established that an association would be beneficially served by extension organizational assistance.

Of the 23 incorporated municipalities, 9 attended the first sessions. This handful of governing bodies, representing less than 50 percent of those in the county, felt that the county needed to do more for them. It was pointed out that many of the municipalities provided services to adjacent, unincorporated areas with no compensation.

The overlapping of services was also cited as a problem. For instance, building permits were required both by the county and the municipality for construction within town corporate limits.

The general consensus was that the municipalities had no route for communication with the county government. It was also generally agreed that this new association should direct itself to county issues. In other words, it was made clear that the proposed association would in no way conflict with the Delaware League of Local Governments. Most of the represented municipalities were faithful league members and some, even officers of the league.

It should be noted here that some league officials are still apprehensive about the league. The present county association has been viewed by the league as unnecessary. Regardless of individual member motivations for forming a county association, some ill will has been caused.

The last act of the second meeting was a resolution for the Sussex County Council to become a member of the association. Since the principal disagreement stemmed from differing municipal and county perspectives, the exclusion of the county was felt counterproductive since it eliminated one of the major parties.

It has taken three years for the Sussex County Association of Towns (SCAT) membership to gain a sense of belonging and identity. Very few meetings have been devoted to internal operations. Bylaws and officers were established at the second meeting. The bylaws call for a president and vice president elected from the membership. Only mayors and elected councilmen are eligible candidates for offices.

Each municipality has one vote, and only one, although as many municipal representatives as wish can attend.

The executive secretary, who can be a nonelected official, is appointed by the president. The Extension CRD Agent has traditionally been appointed to this position.

The association meets monthly, except for the months of July and August. Unless otherwise decided, the regular meeting night is the first Wednesday of the month. The annual meeting is held in January. Officers are elected from a nominating slate at this meeting.

The order of business is as follows: call to order, guest speaker, minutes approval, correspondence, committee reports, old business, new business, and adjournment. Since informality has been accepted at these meetings, agendas have been marked by great flexibility.

SCAT Issues

Rather than become involved in internal matters, SCAT has focused on issue discussion and problem resolution. Topics have been unequally divided among three major concerns: law enforcement, grants, and general management.

Law enforcement represents one of the largest, if not the largest expenditure by Sussex municipalities. As a rule, general concern follows possible increase in revenue or decrease in expenditures. For this reason there has been sustained interest in law enforcement.

In one of the first informational meetings, various state officials discussed work release and work referrals. Questions were raised concerning municipal liability and supervision requirements for a successful prisoner-release program. State officials were unaware that these issues were hindrances for their program. Here is a clear indication of lack of communication, a situation which SCAT has time and time again resolved.

Several gubernatorial commissions, general press accounts, and the state legislature have proposed and discussed law enforcement reorganization. One such proposal would have eliminated municipal police departments and have created a county police force in their place. After having reviewed these proposals and having heard from an Intergovernmental Task Force (ITF) commission spokesman, SCAT vigorously fought these recommendations.

The January 1979 final ITF commission report did not contain any recommendations that SCAT itself could not support. Of course in local issues, much less statewide issues, it is hard to claim total victory. Undoubtedly SCAT's opinion, as a unified voice, was heard loud and clear by the commission and governor.

A second major concern of SCAT over its short history has been grant procurement and management, whether these grants are administered as direct federal programs of by the state or county as pass-through federal funds.

A short listing of funding sources gives an indication of the wide range of concern and involvement by SCAT. Meetings have covered: LEAA, HUD/CDBG, CETA, Revenue Sharing, EDA/LPW, RC&D/SCS, State Aid to Local Law Enforcement, county recreation, and state municipal street aid.

In addition to general information sharing, SCAT has taken formal positions on most of the preceding grant programs. This has included sessions with the Delaware congressional delegation, letter writing, telephoning, personal conversations, etc., to resolve problems.

Whereas, in the past, information exchange was rather slow and haphazard, open, frank discussion through SCAT enables members to reach a consensus and respond as a group. This has obvious political advantages which members have already realized.

As in any organization of this type, a group decision does not mean that individual local government is not effective, needed, or wanted. In fact individual action is encouraged. SCAT positions are seen as complementary to action by local government units.

The final area of involvement can be identified as government management. Management covers a broad spectrum of issues. In many of these issues little political effort was required. In most cases informal discussion and dissemination of material has been sufficient.

The topics have ranged from ordinances for managing of massage parlors and adult bookstores to beach-erosion management, from emergency preparedness to support for the allocation of a commercial TV station license by the FCC, and from a computer water/sewer billing program to central purchasing through state purchase contracts.

In most of these cases, relatively quick, desirable results have been achieved. One recent case illustrative of these results has been the state's wastewater operator's certification program.

As more sophisticated sewage plants have been built and older plants modernized, new standards and procedures for wastewater operators have been instituted by the Department of Natural Resources and Environmental Control (DNREC). For over a year communities with plants have sent their operators for state-sponsored training. Although they have had many years of experience with their systems, all of the municipal operators failed to pass the certification test.

Naturally questions of test validity have been raised. Unfortunately DNREC appeared intransigent in its position that all operators must pass the state-approved test. After several meetings at which SCAT discussed the situation, letters were sent to the Secretary of DNREC and the Governor questioning the testing procedure. The Secretary of DNREC was also requested to attend a SCAT meeting. The outcome of this SCAT effort has been the appearance of the Secretary of DNREC at a SCAT meeting; a year's extension of the test certification deadline; the formation of a SCAT subcommittee, which has met with the Secretary; a change in the wastewater course; different test and scoring procedures; and an effort to generally keep municipalities better informed.

Extension's Involvement

As I indicated in my opening summary, Extension's role as an organizer, facilitator, and supporter is an essential part of our work. What has changed is our audience and clientele.

Extension efforts in assisting the development and maintenance of SCAT include:

1. Holding discussions and becoming familiar with the needs and personalities of elected and appointed town officials,

2. Pulling together these various officials into informal discussion groups,

3. Assisting in the development of goals and objectives,

4. Providing sample structures:

    - outlining bylaws
    - holding meetings for election of officers and selection of members
    - arranging informational meetings
    - developing issues committees on an ad hoc basis
    - distributing information from national associations and societies.

5. Providing Extension assistance for ongoing program operations.

Following traditional Extension philosophy, CRD collaboration with SCAT has been low profile, behind-the-scenes assistance. Not so far behind the scenes, however, that Extension loses all visibility. Indicative of SCAT's acknowledgement of Extension help has been its enthusiastic willingness to express support to congressional and state legislators for extension rural development programs.

This testimony to Extension involvement is probably the best indication of the success that SCAT and Extension have realized in this mutual effort.

Observations

SCAT required approximately two days of Extension assistance per month. There are no dues to support staff. Extension provides most support services as indicated. Towns also underwrite the cost of some supplies and provide some staff time for subcommittee assignments. This is quite limited and will never reach significant levels.

SCAT arose, as have many organizations, out of a "crisis" climate shared by several communities. The crisis was their's - and not Extension's. Extension was not fostering its organizational needs.

There were various models to draw upon for establishing SCAT. The Delaware League and Lower Eastern Shore Mayors were two examples of group efforts which have shown results.

There was, and still is some apprehension by county government and the Delaware League of Local Governments. Early indications that SCAT was intended as a threat have been clarified and dispelled to some extent. Any change in the status quo and realignment of power blocs usually has this effect.

Most issues have been "safe" issues. Although there is no explicit attempt to control issues, many of those selected for SCAT consideration are implicitly of a nature that general agreement can be reached. This occurrence is rather subtle but nevertheless an important dynamic. Only on one occasion has a county tried to influence the selection of a program. In this particular case the speaker was admittedly against a recent county position. The county effort to cancel the program was defeated.

Extension programs heavily dependent on county funding could find such an association difficult to reconcile with their county government. Secondly, community governments may have difficulty accepting the appearance of Extension subjectivity in behalf of the county government. The Sussex County Council administrator attempted to organize an association of towns prior to SCAT but failed.

It can only be speculated that one barrier was the position of the county administrator as an agent of the county council. Extension or university personnel, as detached educators, are in a better position to appear and remain objective.

28

V. LOCAL ELECTED OFFICIALS TRAINING PROJECT AND CURRICULUM DEVELOPMENT

W. Donald Callan
Bureau of Public Administration
University of Maine
Orono, Maine

Bureau of Public Administration

The Bureau of Public Administration (BPA) is a unit of the Division of Research and Public Services at the University of Maine at Orono. The Bureau was established in 1965 by an act of the Maine State Legislature; its mission is to provide applied research and educational assistance to state and municipal elected and appointed officials.

BPA Offers an extensive management-education program directed generally toward developing the individual: building interpersonal skills and improving leadership and management techniques. A growing area of bureau service involves on-site projects within a unit of local government or a single state agency. Developmental programs of this nature have a great impact on changing organizational effectiveness. The focus of these developmental projects ranges from building effective work teams, strategic planning, and group problem solving to organizational design and restructuring.

Bureau staff professionals serve as technical consultants to statewide professional associations on issues related to professional development activities; in recent years have begun to develop a base of general management consulting activities available to client groups at the local and state level.

Governmental research is another major function of the Bureau of Public Administration. Research activities focus on broad governmental policies and problems, as well as on more specific short-term analyses of immediate problems and current issues. The bureau's research staff works closely with state and local officials in determining and meeting their research needs. In addition, the bureau seeks opportunities to work on research projects both with the University of Maine at Orono faculty and students who have demonstrated interest in applied research.

The ultimate goal of BPA research is to combine applied research with the educational delivery system, focusing on solving public management problems at the community and state levels. Many of our research projects have resulted in published material which then serves as a curriculum resource, a guideline for legislative action, or as a consumable resource for public utilization.

Phase I: Local Elected Officials Training Project and Curriculum Development

The Bureau's programs were designed to serve local and state officials of Maine, including local elected officials. But much of what was done in management education and applied research dealt more specifically with the needs of appointed officials, such as town managers, tax collectors and treasurers, planning staff, and recreation directors. In 1976, the Maine Municipal Association (MMA), a membership service league of municipalities, began to address the specific needs of elected officials. They contracted with the Bureau of Public Administration to assist them in developing regional teams of local elected officials that could ultimately serve as a conduit from the grass roots level to the Municipal Association for advice and direction on legislative policy. Regional team input regarding policies and legislation that affected the state's municipalities would be channeled through MMA and directed at the State Legislature.

The immediate objectives of this project were to inform elected officials about proposed MMA legislative policy processes and to inform elected officials about the role of the Bureau of Public Administration in the building of area teams.

Methodology

Through lectures and discussions by members of the Municipal Association's Executive Committee regarding the formation of legislative policy and the impact on it of local elected officials and through audio visual presentations and guided group discussions by BPA staff, the regional groups began to form agenda and processes for continuing this dialogue on legislative policy. Using the recommendations generated by the regional groups, MMA began to structure a permanent committee. The Municipal Association devised the strategy for representation regionally -- the number of members that would comprise a local legislative policy committee; the number of committees that would be necessary; the basis on that which would be determined geographically, e.g., political districts, voting districts, etc; and the authority that the policy committees would have and the method by which consensus would be reached.

It was decided that thirteen local legislative committees (consistent with the thirteen state senatorial districts) would constitute this new Legislative Policy Committee. It would be comprised of sixty-three members elected from each geographical area served. The role of these area teams would be to organize public forums for discussion of current issues, build communication networks of local elected officials in their respective areas, develop personal relationships with key community leaders, and to keep the Municipal Association staff informed. The chairman of the Legislative Policy Committee, serving ex officio, would be the past president of the Maine Municipal Association. The Bureau of Public Administration's role within each area of the state would be:

- to survey the educational needs of the elected members,
- to provide training assistance to each area team,
- to assist in the design of public forums to allow meaningful dialogue between citizen and elected official, and
- to help establish a rapid communications network.

30

The Curriculum Development Project essentially was an outgrowth of the Bureau of Public Administration's involvement in providing assistance to MMA's legislative policy committee concept. The state was divided into thirteen geographical areas. Teams of five to seven elected officials were elected to represent each geographical area; their responsibility was to provide a format by which issues could be presented, discussed, and debated in a decentralized fashion.

In conjunction with this project, locally elected officials expressed interest in the availability of information, training, and other resources related to improving their effectiveness in dealing with specific topics in municipal government. As a result of the project, data indicating this interest was made available for the first time.

Phase II: Development of a Resource Handbook

With areas of greatest interest and concern to elected officials currently identified, it was a logical next step for BPA to develop curriculum materials which could be condensed and delivered to local elected officials through a series of seminars. The primary source for presenting seminars on various functional areas of municipal government was a *Handbook for Elected Officials*. The bureau wished to produce material that could serve as resource material for regional seminars but could also be used by newly elected local officials as a guidebook in developing their competency in the topical areas covered by the handbook.

The uniqueness of the handbook lies in the approach which was used in the development and the delivery of this major resource. Specifically, a network of resource persons having demonstrated practitioner expertise in the various functional areas covered by the handbook were mobilized to develop material. The dynamics of this approach engaged a team of twelve authors and a review committee of twenty-two practitioners to write and participate in the refinement of handbook material. Individual contributions came from persons representing all aspects of municipal government: town managers, fire and police personnel, code enforcement officers, attorneys, elected officials, and an assortment of other individuals with specific expertise in local government. The human resources involved in the development of the handbook then became key resources in the delivery of the regional seminars.

Last spring, a series of four half-day seminars were conducted around the state; they used the team of authors as principal instructors and the *Handbook for Elected Officials* as the core workshop material. The response to these seminars was gratifying. In the Bangor area alone, on a beautiful summer Saturday, sixty-two local elected officials attended the workshop scheduled for that area. Furthermore, a side benefit the project staff was the opportunity to discuss their concerns for future developmental needs and approaches to training with groups of elected officials.

After each regional seminar, an evaluation of the training program and the material was conducted. As part of that evaluation, a needs assessment took place which provided data on additional training needs of elected officials. The results of the needs assessment were fed back to regional assemblies of elected officials; this feedback was conducted expressly for the purpose of sharing and validating the survey results with those who contributed to it.

Phase III

The overwhelming success of both the *Handbook for Elected Officials* and the workshops pointed to the need for additional opportunities for elected officials (especially those newly elected) to acquire the complex and varied skills needed to guide the municipal organization. Many of the seminars and workshops currently available to public officials are directed at the learning needs of professional, administrative, and technical members of the organization. They are scheduled during times when it would be difficult for the part-time elected official to attend. It is not by chance that by virtue of an electoral process that puts the citizen's stamp of approval on the candidate's plans for the municipality, local elected officials have great difficulty in acknowledging a learning need. The bureau's response to this in available resources is to develop an Elected Officials Institute. Currently, the project calls for the formation of an advisory council composed of elected officials, bureau staff, and other resource persons who will develop a preliminary plan for a one-day learning event designed by and for elected officials.

VI. ORGANIZING AND OPERATING A LOCAL GOVERNMENT PUBLICATIONS PROGRAM

David A. George
Director, Local Government Programs
Institute for Governmental Services
University of Massachusetts
Amherst, Massachusetts

The Institute for Governmental Services was founded by the President of the University of Massachusetts and its trustees in 1970 as an expression of the university's historical commitment to public service. The institute was conceived and has basically operated as a linking operation between the resources of the university and the needs of the Commonwealth's cities and their public institutions.

To accomplish its goals, the institute has brought to bear academic expertise and practical experience on issues affecting state and local government agencies. Its activities, to this end, fall into four main categories:

1. Research
2. Training
3. Technical assistance
4. Publications

Theoretically, these activities of research, training, technical assistance, and publications would be sequenced. For example, some type of research, whether it be a detailed problem analysis or a simple needs assessment, would precede the other training, technical-assistance, or publication activities. Within the last several years, the publication component has received more recognition as a potentially important segment of the total training system.

Following are several unique properties of a publication program which in our opinion merit special attention:

- Publications provide access to training for individuals or organization members who might not ordinarily participate in more formal, face-to-face training programs,

- Publications can help to solidify gains that are made in training program development, for example, by committing the more complete and successful training programs to writing. This allows the training program to be offered in the future without incurring substantial and continuing development costs.

- Not only will publications result in increased program continuity, but in increased program consistency as well. For example, if a particular training program is to be offered statewide through a series of regional offerings and if the training involved can be translated into a publication, the consistency of the program is likely to be fairly high, even with a variety of instructors.

- Publications are particularly cost efficient when compared to other forms of training and technical assistance. There is always a question of relative effectiveness in the use of publications. However, our experience has indicated that for maximum effectiveness, the publication should be used in conjunction with other forms of learning aids.

- Publication programs can be basically self-supporting if the appropriate materials and audiences are initially identified.

The major impetus for the Institute's publication program in the local government area came from our Intergovernmental Personnel Act grant, during which ten publications were produced.

On the basis of this experience, we have developed a set of policies and procedures which affect the identification of appropriate publication topics, their subsequent development, printing, and distribution. For purposes of this presentation, these are divided into three areas:

A. Preproduction
B. Production
C. Postproduction

A. Preproduction

Preproduction activities include the origination of appropriate titles and their development to the final copy stage:

1. Origination. Publication topics are developed from a number of sources. Among the primary ones found effective by the institute are the following:

   a. Publications that are required products of grants,

   b. Titles generated by institute-directed needs assessment and field services operations,

   c. Titles suggested by outside sources and referred specifically to the institute.

   The strategy of originating publications from grants received at the Institute is briefly expanded below.

   Typically, the Institute attempts to build a specific publication component into its grants. In some cases, publications can be the object of the entire proposal. In other cases, publications are a by-product; this is the case in developing curriculum materials for training programs. Project results provide an additional and often overlooked source of publication idea. The user's experience or unanticipated reaction to the program may generate a variety of new publication possibilities.

2. Development. Once a decision to pursue a particular publication area is made, the most appropriate writing strategy for the publication is determined. The institute's experience indicates that this typically means identifying either a qualified individual or a committee when committee membership comes from a professional association that would have some stake in the publication. Whichever source is finally identified, the first order of business is to develop a preliminary content outline, a timeline for completion of the publication, and suggestions for members to form an advisory committee.

The advisory committee deserves a little more description. The policy for the composition of such a committee is to make it as representative of practitioner, as well as academic, concerns as possible. Faculty members, wherever possible, should be appointed to the committee, as well as knowledgeable practitioners and other experts in the field. The advisory committee should be an active partner in the development of publications including the review of all drafts.

The role of the institute in the publication process is to provide technical assistance for questions of style, organization, and grammar. The most time consuming aspect of the institute involvement generally tends to be the coordination and negotiation between the writer and the advisory committee.

B. Production

If the preproduction stage has been managed correctly and successfully, the production stage will be made that much easier. A meeting of the writer, the advisory committee, and appropriate institute staff is held to determine final design and production decisions. These include:

1. Number of copies to be printed;
2. Nature of copy, for instance, whether typeset or camera ready;
3. Style of binding;
4. Illustrative material;
5. Production source, for example, whether it is to be printed by the University or by an external company;
6. Cost estimates for production;
7. Preliminary strategies for publicizing and distributing.

In the actual production stages, the primary and most important role that the Institute plays is to monitor the progress of the printing and to pay close attention to the agreed upon details of the publication.

Again, the relative difficulty of this particular aspect is dependent upon both the kinds of decisions that have previously been made by the publication work group and also by the nature of the production source (internal or external).

C. Post production

The postproduction phase can be divided into the two areas of publicity and distribution:

1. Publicity. There are four specific strategies that the Institute typically uses for most of its publications:
    a. A publicity brochure is developed for all publications addressed to a common audience, such as the chief administrative officers of municipalities, professional associations, or librarians.
    b. An individual publication brochure will be developed and sent to appropriate functional groups, such as assessors, town clerks, or budget officers.
    c. Ads will be taken out in appropriate Massachusetts municipal association periodicals.
    d. Certain publications that potentially have a national audience will be sent to selected national professional associations, public interest groups, or appropriate periodicals for their consideration.
2. Distribution. Institute publications are distributed on the following basis:
    a. All institute staff members receive a copy.
    b. Complimentary copies are sent to an established group of individuals and institutions that maintain an ongoing relationship with the institute.
    c. The remaining publications are sold through the Institute's publication office.

As a concluding remark, a publications program is not a venture to be entered into lightly. It is a difficult undertaking requiring a great deal of internal staff expertise or at least access to varied expertise. It has also been the institute's experience that punctuality must be monitored closely in order to avoid substantial slippage in the ultimate production schedule. However, it is a generally held opinion within the institute that quality publications, combined with other parts of the training program, serve to provide a more complete foundation for a successful training program, one which is capable of meeting varied individual needs in varied situations.

VII. LOCAL GOVERNMENT EDUCATION
FOR YOUTH

Peter H.B. Norton
Resource Development Specialist
Cooperative Extension Service
The Pennsylvania State University
University Park, Pennsylvania

The Pennsylvania effort in Local Government Education for Youth evolved from our earlier educational efforts with adult elected and appointed officials. Perhaps some of you have had experiences similar to ours; our early efforts to provide educational programs and material relating to local government were unpopular among some academicians and many practicing professionals in state government agencies. That was during the '60s when bigger was "obviously better" - to quote the theoreticians.

However, to some of us who were directly involved in Community Resource Development work, there appeared to be tremendous opportunity in the area of local government education. This idea was supported by two factors related to local decision making. I'm sure they are familiar to you. They were:

1. An increasing number of federal and state financial grant and loan programs to assist in improving job opportunities, housing, water systems, sewer systems, and comprehensive community planning programs at the local level required committed involvement of the general purpose unit of local government.

2. During the '60s many of the theoreticians, academicians, and practicing governmental professionals were involved in a paradox. On the one hand they were supporting and encouraging the concept of a participatory democracy. On the other hand, they were encouraging the dismantling of hundreds of units of local governments - the legally constituted organizational arrangement for maximizing the opportunity for citizen participation in public decisions relating to their community and daily lives.

When one considered the thousands of elected and appointed governmental officials who provided opportunities for citizens to serve their communities, it became apparent that educational programs might be helpful to those officials. As we gained experience and improved our rapport with local government officials it became obvious that they were hungry for information - information that they could use immediately to help improve their ability to fulfill their responsibility and solve local problems.

From time to time, adults would comment that youth ought to have an opportunity to learn about the functioning of their local government. They themselves had assumed the responsibilities of a public office with limited knowledge of what the responsibilities of that office were.

Youth Programs Related to Local Government

We started our local government-related youth programs by responding to the request of a social studies teacher in the Junior High School at State College. We initiated a pilot project with that teacher and his ninth graders.

While searching through libraries, publishing houses, university and college departments of political science, and public administration we discovered a lack of material related to Pennsylvania local government. The Pennsylvania Department of Education and the several state associations of units of local government agreed that there was a need for information on local government. So we prepared written and visual material, which we adapted from correspondence courses and circulars that we had prepared for adult audiences.

The State Associations of counties, cities, boroughs, townships, and municipal authorities cooperated with us in reviewing and commenting on the material. The Division of Curriculum Services in the State Department of Education cooperated similarly.

We worked with four schools in conducting the pilot project during the 1974-75 school year. Students from two ninth and two twelfth grades participated.

The schools set up study units on local government that varied from three to six weeks in length. In each instance the Extension Area Community Resource Development agent and/or the Community Development Youth agent worked with the social studies teacher to develop the format for the unit of study. This included selection of written and visual material; suggesting such out-of-classroom activities for the students as attending meetings and reporting on the same to the class and researching a public issue in the community and preparing a report about it; and inviting specific local officials to go into the classroom and discuss their responsibilities with the students.

The pilot projects were evaluated and the material was subsequently improved. The result was the publication of two books entitled *Perspectives on Local Government: A Handbook For Students* and the *Perspectives on Local Government: Instructor's Manual* for the teachers. In addition, we developed nine film strips that relate to and supplement the printed material. Both printed matter and films can be purchased.

The current price is $3 for the *Instructor's Manual*, $2 for the *Handbook*, and $10 for each filmstrip with cassette-taped script. However, bulk orders of the *Handbook* are given two *Instructor's Manuals* with every 25 *Handbooks*.

The State Department of Education's curriculum personnel and administrative staff, local members of the State Associations of units of local government, and an increasing number of junior and senior high schools have given enthusiastic support for this effort and material from the project's beginning in 1974.

A number of Community Development youth agents and county staff members have involved 4-H Club members in local government programs. Examples of these include:

1. A one-day workshop that focused on:

    - the organizational and financial arrangement for maintaining a police department,

    - size of the police force and the cost of establishing it,

    - such tax questions as

        - the tax base
        - tax assessment
        - millage
        - the millage rate needed to support the size of the recommended police force
        - tax income based on different millage rates.

2. A two-day retreat and workshop with the following format:

    - participants assigned to one of two political parties as they checked in,

    - political party meetings,

    - nomination of candidates,

    - holding a general election,

    - elected officers holding a governmental meeting and establishing a budget,

    - local adult officials discussing the organization and functions of township, borough, and county government.

3. A day at the courthouse which included meeting the elected and appointed officials and discussing the services and responsibilities of each of the county offices.

4. A number of 4-H clubs are undertaking club projects that provide public service. These include cutting and clearing a scenic trail and a clearing and fixing-up project in the community. In these instances, the club members meet with elected and appointed officials and discuss local government issues. The Pennsylvania State Association of Township Supervisors established the Milton W. DeLancey Youth Award Program. Mr. DeLancey, who retired a couple years ago, was a very well-liked Executive Director of the Association. Several of our Extension personnel worked with the Association in developing guidelines and entry forms. Representatives of Extension included a county agent, community development youth agent, area community resource development agent, state 4-H specialist, and a resource development specialist.

Eligible groups include 4-H, scouts, school clubs, and any recognized youth group. The first year entries were judged last December by the Association's Public Relations Committee. Five groups were chosen as winners. Each winning group was presented with a $100 check at the Association's recent annual convention at Hershey.

40

VIII. LOCAL GOVERNMENT PROGRAMS

IOWA STATE UNIVERSITY EXTENSION

J.M. (Jack) Whitmer, Jr.
Director, The Office of Local Government Programs
Iowa State University, Ames, Iowa

Cities, counties, and special districts are the units of government closest to the people. They provide vital services daily in such areas as public safety, security, education and environment. Local government units provide fire and police protection, operate hospitals, educate our children, conduct the judicial system, administer welfare, and provide utilities and sanitary services. These units also build and maintain roads, operate libraries and museums, and provide facilities for recreation.

With such a vital role, efficient operation of local governmental units enhances the life of every Iowan. Responsiveness of local government contributes immensely to the quality of life and satisfaction of citizens. To help assure effective, responsive government, Iowa State University's University Extension division maintains an office of Local Government Programs. This office conducts educational programs for citizens, leaders and officials. Programs for citizens are designed to help them understand the many problems and issues centered about local government and to increase their participation in governmental affairs. Programs for officials are designed to increase their knowledge and skills regarding issues or day-to-day operations of government with the goal of increasing their efficiency and responsiveness.

The Local Government Program was established in 1966 and staffed with one full-time professional and a part-time secretary. In 1967 a second professional was added. In 1968 the secretary became full time. This is the present personnel complement.

The following initial program goal and four program objectives were developed after the completion of an extensive problem identification survey of local government officials.

GOAL: Develop an extension education program that will inform, instruct and motivate Iowans to utilize local government for the satisfaction of identifiable, personal needs that must primarily be met through local government activities. Emphasis will be on the following human needs: personal safety, health services, education environment, economic opportunity, leisure time activities, transportation and general local government organization.

Objective 1: Develop within University Extension an awareness and concern for the needs of people that can be met through local government.

Objective 2: Increase the public understanding, participation and support for local government activities that serve human needs.

Objective 3: Improve the capabilities of elected local government officials to translate the needs and desires of their citizens into public policies and programs.

Objective 4: Improve the structure of local government and increase the competence of local government employees.

These objectives served as the basis for program planning and evaluation for approximately ten years. In 1974 objectives 2, 3 and 4 were reworded as follows:

Objective 2: To increase the public's understanding of changing program problems in local government.

Objective 3: To improve the decision making ability of local government officials in translating the needs and desires of the citizens into public policies and programs.

Objective 4: To improve the technical competency of local government officials to anticipate and respond to the changes and demands affecting the community.

Inventory of Activities

Many specific activities have been carried out in the thirteen years of the program that we believe have contributed to the attainment of the program goal and supporting objectives. These activities include:

A Training Program for Local Government Officials in the Identification and Articulation of their Problems and Needs (1967-68, Title I funded).

Budget-Reporting System for Towns of Less than 700 Population (1967).

County Road Department Wage Survey (1967).

County Newsletter (1967-68).

Orientation for Newly Elected Mayors and Councilpersons (1967, Title I) Training film, 16mm, of a Council Meeting--1969, 1971, 1973, 1975, 1977. 760/5700=13% of Total, 760/1425=53% of Newly Elected.

In-Service Training for Community Resource Development Specialists and 4-H Staff (annually).

Training for City Clerks, 1968, 1971, 1972, 1973.

Orientation for Newly Elected County Supervisors, 1974.

Training for County Extension Directors about Local Government, 1970.

Government by the People, 1969-71, Title I funded (High School Study Packets).

Orientation of City Officials to Municipal Home Rule, 1969-72.

Train City Clerks and School Secretaries on Election Procedures, 1969, attendance=697; 1971, attendance=1489.

Orientation of Newly Elected School Board Members, 1970, 1971, 1972, 1973.

Civil Defense Training (Iowa, National--Battle Creek, MI).

Study of Bi-State Planning Commission.

Orientation to Newly Enacted Home Rule.

Extension Council Orientation.

Public Sector Collective Bargaining, 1973-74, 36 sites, attendance=1500.

Preparing Iowa Cities' Program Budget Forms.

Writing Measurable Objectives for Program Budgeting
Program Budgeting as the Basis for Resource Allocation
Program Budgeting for Policymakers

SLIDE TAPES

Program Budgeting, 1974-75, 24 sets, attendance=480.

Orientation to Open Public Meeting Law.

Municipal Clerk's Institute, 1975-1979.

Local Government Informational Programs; Intergovernmental Cooperation--1967, 1974; Federal Aid Programs--1967; Planning and Zoning--1967; Ambulance Service--1967; Solid Waste Disposal; Recreation Administration; Revenue Sharing; Public Safety; Leadership; Financing County Government; Application of Small Computers to Local Government, Survey and Short Course--1968; Police Science; Future of the Small Town; Future of Education in Iowa; Regionalism, 3/for 120 attendance; Land Use, 2/for 120 attendance; Orientation of Members of County Boards of Health; Practical Politics; Personnel Procedures; Legal Responsibility of Quasi-Public Volunteer Organizations.

Our major programs this past year have been:

The Municipal Clerks' Institute.

The Newly Elected Mayor/Council Orientation.

The Municipal Finance Operations

The Orientation of Voluntary Organization Board Members

We have developed relationships with two new organizations or agencies during the year, namely the: Councils for Aging and the Township Trustees. The same type of training is provided to these groups that has been provided to other voluntary organizations and local government units. There is so much training and awareness needed within our identified clientele that we have not made major efforts to seek out new groups. The major problem is the large number of inexperienced elected and appointed local government officials that are responsible for directing and managing complex programs. However, we are increasing our impact with the major program clientele, local government officials. A total of 760 mayors and councilmembers attended our Newly Elected Mayor/Council Orientation. That is 760 out of a potential 5700 (of which only 1500 were newly elected in 1977) or approximately 13 percent. There is some accumulative effect of this program since we present it every two years and most terms of office for mayors or councilpersons are four years. However, the Iowa League of Municipalities reports that there is a 25 percent turnover of municipal elected officials each election, so we are lucky to make a little progress.

The same situation exists with Iowa Municipal Clerks. In July, 105 Iowa municipal clerks attended the week-long Institute on campus. Twenty-four Iowa clerks completed their third week of training, thus completing their educational requirements for certification by the International Institute of Municipal Clerks.

The same turnover problem exists with the municipal clerk. However, we are told that there is noticeable vertical movement of city clerks to better jobs in larger cities. Although only in our fourth year, the International Institute of Municipal Clerks identified the 1978 Iowa State Institute as the largest of 22 universities offering the training. In fact, since we limit our first week to 50 participants, we had to turn away a few clerks who desired to enroll.

The staff of Local Government Programs continues to work with the Iowa League of Municipalities; the City Finance Committee, where they chaired a committee that developed a capital Program Budgeting Guide for Iowa Municipalities; the Iowa State Association of Counties, where LGP has submitted two Joint Title I proposals to build the capacities of county government officials to implement County Home Rule.

Delivery Technique

Paul Coates, the second professional program staff member, and myself believe that the learning environment is as critical in technology transfer as subject material. We use audio-visual (A-V) support extensively and try to involve the participant in the delivery process. So far we have been successful in hiring a secretary with some applied art background and experience to assist us with this important part of our program delivery.

We have found through our experience that the slide-tape presentations are better accepted by the field staff than A-V TV tapes because of the ease of transporting the necessary equipment to show them.

Research

A limited portion of our time is devoted to research which has or does currently include studies on the attitudes of the faculty from selected universities toward collective bargaining, a multiple objective linear program model of a public sector delivery function, and program evaluation.

Other Activities

As an ongoing part of our program responsibility, we assist in the training of political science/public administration majors for and encourage their placement in university extension field (area) positions.

Program Evaluation

One of the more recent evaluations studies which include the Iowa Local Government Program was conducted in a 1978 Survey of State-Local Relations. The study was done by the Iowa State Office of Planning and Programming. The following summary tables show that from a low of 79 percent in the case of large cities to a high of 100 percent in the case of counties were familiar with the I.S.U. Cooperative Extension Local Government Program. With regard to effectiveness, Mayors from

81 percent of the small cities;

83 percent of the medium cities;

74 percent of the large cities; and

89 percent of the chairmen of the county boards of supervisors;

judged efforts of local government programs to be effective or very effective. We feel that these survey results are a real indication that the Local Government Program is known and has had an impact on local governments in Iowa.

EFFECTIVENESS OF SELECTED STATE AGENCIES

To better understand state-local relations, the local public officials were asked if they were familiar with certain state agencies (both government and statewide interest organizations) and how effective these agencies were with their local government.

Overall, most of the state agencies listed were very familiar to the local officials. There was a direct relationship between city size and state agency familiarity. For example, while one in four mayors of cities under 1,000 population was unfamiliar with the Iowa Development Commission (IDC), nearly every mayor of cities over 10,000 population was familiar with IDC (94%). County board chairpersons tended to be more familiar with the eleven state agencies listed than did city mayors.

The effectiveness rating of various state agencies varied considerably among local officials. In general, the data shows that the more contact local officials had with a state agency, the more likely they are to give a high effectiveness rating. Counties were generally more favorable than cities in evaluating state agency effectiveness.

Familiarity of Selected State Agencies

State Department or Organization	% Familiar			
	Small Cities[A]	Medium Cities[B]	Large Cities[C]	Counties
Iowa Development Commission	73	83	94	90
League of Iowa Municipalities	98	100	100	88
Iowa State Ass'n of Counties	37	46	54	98
Institute of Public Affairs	40	69	83	72
Dept. of Transportation	93	97	100	100
Dept. of Environmental Quality	93	95	100	100
Iowa Housing Finance Authority	45	46	84	58
Department of Agriculture	67	77	71	95
Natural Resources Council	70	75	84	96
Department of Soil Conservation	76	81	71	94
I.S.U. Cooperative Extension	80	88	79	100

A. Under 1,000 population.
B. 1,000 to 10,000 population.
C. Over 10,000 population.

Effectiveness of Selected State Agencies*

State Department or Organization	% Effective or Very Effective			
	Small Cities[A]	Medium Cities[B]	Large Cities[C]	Counties
Iowa Development Commission	54	63	57	63
League of Iowa Municipalities	82	91	100	NA
Iowa State Ass'n of Counties	NA	NA	NA	85
Institute of Public Affairs	49	55	67	64
Dept. of Transportation	61	70	74	72
Dept. of Environmental Quality	67	62	83	54
Iowa Housing Finance Authority	30	40	25	48
Department of Agriculture	62	66	42	71
Natural Resources Council	56	64	62	63
Department of Soil Conservation	74	80	53	80
I.S.U. Cooperative Extension	81	83	74	89

*Effectiveness is computed for *only* those respondents who indicated familiarity with the agencies.

A. Under 1,000 population.
B. 1,000 to 10,000 population.
C. Over 10,000 population.

SOURCE: "1978 Survey of State-Local Relations", State of Iowa, Office of Planning and Programming, Des Moines, Iowa.

IX. THE CENTER FOR GOVERNMENT TECHNOLOGY

William W. Linder
Director, The Center for Governmental Technology
Mississippi State University
Mississippi State, Mississippi

In Mississippi a special projects office was established in 1970 in the Office of the Director of the Cooperative Extension Service to explore, establish, and test a variety of nontraditional programs. As a result of numerous requests for assistance, a major emphasis was placed on programs for local governments.

An early problem in gaining acceptance of the local government programs was the identification factor. When "Extension" was mentioned, many local government officials immediately thought "agriculture". After facing this dilemma for several years and discussing the matter with local officials, it was decided to develop a subunit with a name and identifying stationery that would relate directly to the governmental function. This resulted in the formation of a Center for Governmental Technology in 1975.

The purpose of the Center for Governmental Technology is to transfer useful and practical information related to local government operations to elected, appointed, and volunteer officials and employees. Through increased understanding and knowledge of improved techniques, procedures, and processes, these decision makers would theoretically be in a better position to make decisions regarding the development of their communities. The Center for Governmental Technology uses two major avenues for technology transfer: 1) training, and 2) technical assistance. Training is conducted through workshops, seminars, clinics, and mass media using a variety of techniques, such as newsletters, publications, videotape cassettes, letters, and radio programs. Technical assistance is given upon request for help with a particular problem.

Since the Center for Governmental Technology was organized as a subunit of the Special Projects Office, it is staffed with a program coordinator and three government training specialists. The number of government training specialists may vary depending upon the availability of special funding for short-term programs.

Funding is one of the continual problems facing the Center for Governmental Technology. Approximately one-half of the staff is authorized on a permanent basis and the other one-half on "soft" money. The situation constantly presents a challenge for project development and grantsmanship. Major funding has been received from the Intergovernmental Personnel Act of the Civil Service Commission and Title I of the Higher Education Act of the Department of Health, Education, and Welfare. Another significant source of funding has come from the Mississippi Law Enforcement Assistance Administration through the Mississippi Department of Corrections. The Cooperative Extension Service has provided the base support for the permanent positions without which the entire structure could not exist.

The Cooperative Extension Service support has played a critical role in determining the degree of effectiveness of the programming effort. Not only has the financial base been provided, but the administrative services field staff and entire organizational network has provided additional support. The attitude of administration toward developmental, innovative, nontraditional programming has been a most important and vital factor in the success of the Center.

The opportunity to have a local agent in the county where assistance is being given is a valuable link in developing local programming. Not only are these county agents specialists in economic or rural development programs, they also know the people in the county, having worked closely with them through the years. As a result, county agents are usually among the key leaders in a community and can be invaluable in helping to assure program support.

This important role of the county agent was brought to light in one county recently, when several regional and statewide agencies were submitting economic development plans to the Chairman of the County Board of Supervisors for approval. "Wait one minute," the Board Chairman told the development representative. "Our county agent is our representative in economic development, so let's get him". Mayors of the four cities in the county also directed representatives to the county agent.

Another important factor in program success has been the relationships established with various associations of local government officials. The Mississippi Association of Supervisors and the Mississippi Municipal Association include a significant percentage of the local officials in the state. In addition, organizations of building officials, city clerks, and county tax assessors actively pursue their own organizational objectives, which include training. A major effort was undertaken and is continuing to involve the leadership of these organizations in the Center for Governmental Technology program development, i.e., in programming based on the felt needs of the grass roots client as expressed in the extension model. Training-needs surveys have been undertaken on a statewide basis, posttraining checks have been completed, and in one instance, a three-day in-depth workshop was organized to discuss the needs and views of officials.

In addition to the linkage with the extension system and client association, the Center for Governmental Technology maintains other ties with the local universities' research and teaching staffs, faculties of other universities in the Mississippi system, and organizational clients in universities from other states. National organizations such as the National Association of Counties and the International City Management Association provide additional resources.

A major success story of the benefit of establishing a broad resource base or inter-organizational linkage system is seen in the orientation program for newly elected municipal officials conducted in the summer of 1977. Forty-three different resource persons were available for 24 hours of training. These individuals represented 38 different organizations and agencies. Where resources and funds are limited, such inter-agency, inter-organizational cooperation is essential.

General Approach to Programming

Developing educational programs for local appointed/elected government officials presents some unique problems which affect the total programming process. Included in the problems to be considered are: (1) the degree of job turnover, (2) varying levels of education and experience, (3) variations in the types of jobs performed, and (4) the limited range of local funds available to support these officials' involvement in an educational effort.

Individuals serving in political positions are gradually becoming more subject to job turnover than are individuals in other types of occupations. The days of the permanent politician who, once elected, was relatively assured of a lifetime position are rapidly coming to an end. Today's more enlightened constituents are weighing the campaign promises more carefully, and officials who are not effectively fulfilling their increasingly complex office responsibilities frequently find themselves out of a job at the next election. This is especially true of those states in transition from rural to more urban life-styles. For example, in the last election for county supervisors held in Mississippi, approximately one-half of the 410 positions were filled with newly elected officials. In the more recent municipal elections, many communities voted into office completely new boards of aldermen.

The increase in the number of newly elected local government officials also increases the different types of employment held by the officials prior to election. This wide variety of preelection experience compounds the problems of the trainer. Not only must the trainer provide educational programs helpful to those unfamiliar with the demands of their new jobs, but the trainer is also faced with the responsibility of finding ways to minimize boredom for those persons who find the information repetitious.

In addition, the elected/appointed officials have a broad range of educational levels extending from those who have no formal education to those with college degrees. General program information must therefore be provided in an informal "how to do it" format to meet the needs of the majority of the audience.

Although the job descriptions would be fairly consistent throughout the state, the actual performance of these job responsibilities varies greatly depending upon demographic location, tax base, type of industry, etc. This coupled with the varying preelection employment experiences and educational levels demands that information sessions be practical rather than theoretical and abstract. It also necessitates that training be both centralized on a statewide level applicable to all elected officials as well as decentralized in various parts of the state to deal more specifically with problems unique to each area.

Costs for programs must be minimal. Many communities simply do not have adequate funds to provide the essential services and therefore they allocate little or no funds to support training. Most training is provided at no cost to local officials, other than support that may be provided through the associations. The long range intent is to encourage more local support as the value of educational programs becomes more evident.

Because of the wide variety of problems inherent in an educational effort for local government officials, a great deal of time and effort is spent in program planning. The training needs identified during planning serve as the basis for the immediate or short range training sessions, as well as for long range training plans.

Various techniques are used to identify training needs. These include questionnaires, observations, discussions with knowledgeable persons, and literature searches. Brainstorming with both staff and clients has proven effective in determining what the training needs are and how the training can best be accomplished. Usually a combination of these techniques is used to assure as broad a decision-making base as possible upon which to determine program content.

The complexity of problems faced in this type of training effort also demands a special type of instructor. The Center's basic philosphy is to obtain the best person possible for each subject-matter area. This may be a local official who has had years of practical experience in a particular area, staff from such state organizations as the State Tax Commission, professionals from colleges and universities or the research and development centers, and experts from outside the state, as well as from the center staff.

It is important that the potential instructor understand the type of practical instruction needed. This is especially true of college professors who may be highly competent academicians but have limited competency in solving local problems. Theory and research are important as bases for providing the educational content, but have little value to local people trying to learn new and better ways to do their job. It sometimes becomes necessary to "train" the academicians to adapt their theoretical knowledge to the practical problems in the day-to-day conduct of local government affairs.

Undergirding the general approach to programming is an extension audio-visual support system. This includes attractive announcements of upcoming programs, handouts of pertinent material, newsletters, and one-page information sheets in association magazines. Information support also includes development of handbooks on day-to-day office operations, and a public administration series covering current areas of interest such as grants for local government, personnel management, and others. Locally developed slide sets, cassette tapes, and videotapes provide further support in programming.

A wide variety of educational and/or in-service training programs have been conducted for state, county, and local agencies in Mississippi. Included among these have been workshops for municipal officials, building officials, project directors of senior citizen programs, leaders of youth organizations, and probation and parole personnel.

Conclusion

Strategies for delivering educational programs to local government officials may vary but in all such teaching programs, effective programming includes (1) identifying training needs using a variety of techniques, (2) involving clients in the planning process, (3) maintaining a professional staff who have training and motivational skills, (4) continual contact with clients as individuals and as groups, and (5) obtaining supplementary funds to help support their training cost.

Dr. Linder's presentation is excerpted from a paper developed by Gail C. Cotton and William W. Linder, "Strategies for Delivering Educational Programs to Local Government Officials," Journal of the Community Development Society, v. 8, no. 2 (Fall 1977).

X. PROGRAM CHALLENGES

Jack Timmons
Science and Education Administration
Community Resource Development Section
U.S. Department of Agriculture
Washington, D.C.

My job here is to summarize some of what I have observed during the past two days and provide some perspective based on my role as Program Leader for Local Government in SEA/Extension and as a member of the national ECOP Task Force of Local Government. Although I have learned a great deal in the few months that I have been involved in the activities just mentioned, this conference has reemphasized how much there is still to learn.

Most of my experience with bureaus or institutes of government has been with small programs requiring from perhaps one-half man year to three man years of work. Several of the education and training programs we have heard about here leave me both awed and envious. The thought of having fifteen staff members to develop and deliver local government education programs seems almost luxurious, but I recognize that it still is well short of what is needed in training and technical-assistance efforts. In a few states there is the equivalent of ten to fifteen man years of extension time going into local government assistance and needs are barely being met.

It seems to me there are a number of challenges we need to consider. These are challenges for all of us, but I will couch them in terms of Extension because that is the organization I represent.

First, we must recognize that there are many groups providing resources and services of various types to local units of government. These groups include Extension, bureaus, and institutes within both private and public universities and colleges; public interest groups on both the national and state level; foundations, regional planning units, and councils of government; private consultants; and a wide variety of both state and federal agencies. Each of these groups have certain functions that they perform well but, in these functions, they deal with only part of the needs of local government. The local official is faced with the problem of sorting out of this myriad the groups which can meet the needs of his unit or, as if often the case with small units, of deciding whether any group will help with his particular need.

The second challenge is to evaluate the educational and technical-assistance needs of local units (with their participation) and assist them in identifying the resources available to meet those needs. In many cases there may be more than one source for a particular type of assistance. Duplication is routinely deplored as a waste of public resources. However, there is virtue in some apparent duplication because of the different audiences and trust situations that exist. Also there may not be enough resources in all of the groups involved to meet the need for some types of help. When duplication consists in offering the same program and reaching the same people, it may be cause for concern but when it consists in offering the same program and reaching different people, it need not necessarily do so.

A third challenge for Extension is to identify programs and audiences that have requested assistance but have not been reached; it is to develop a response to them. This may mean developing a program internally with university resources or it may mean a cooperative program with one or more other concerned groups. The essential key in this is quality. Extension has been guilty in the past (as have other groups) of responding to a request without thoroughly exploring the circumstances and then discovering that its program receives little response. Local officials may ask for a program on taxes with the underlying need to know how they can raise more revenue. A discussion of property tax equity may not be well received at that point.

As I view the situation, a fourth challenge for Extension may lie in discovering ways to reach the small units of government. The larger cities and counties seem to have a variety of sources for information and assistance. The smaller units have fewer resources and generally have less access to trained personnel. While some of the solutions to problems of larger units may also apply to smaller ones, there is often a need to translate those potential solutions into language and examples they can relate to.

This is not to say that Extension should abandon the larger units, since it may still have comparative advantage in providing certain services and educational programs for them. However, those services and programs are likely to be quite different since the larger units have more trained personnel and need more specialized assistance.

Why should Extension be involved in local government programs? Local government provides the basis for most of the public services that are delivered in rural America. The environment is shifting from a homogeneous agricultural context to one with a wide variety of people who come from differing cultural backgrounds and who largely have little to do with agriculture. The problems people have are more often related to those issues which require group or community action as opposed to individual action. Local governments, particularly those in rural areas, depend largely on citizen-officials who have little training and often little time to spend dealing with the complex public problems with which they are faced. In order for the system to operate more efficiently and effectively, these local officials need assistance. The extension programs of the land-grant universities have some assets which can help provide that assistance.

The assets of land-grant Extension are: (1) a well-developed and tested methodology of translating research and successful practices for use by practitioners; (2) a structure which includes both subject-matter specialists at the state and area level and generalist staff in nearly every county in the country; (3) credibility with a large audience of rural people who have used extension services in the past and trust the results; and (4) a reputation (in most areas) for objectivity based on its function as an educational organization without specific assistance programs which it is obliged to sell.

One of the risks of getting into new program areas is that of using faculty who have not been involved in extension work before. This problem has been mentioned at this conference several times. My own experience in Missouri has been primarily a positive one based on a protective design.

We attempt never to send someone without experience to the field on his own. Before the program is planned, he is given the opportunity to sit down with the people who know the problem and can relate to its dimensions. We then try to use both an academic and a practitioner as instructors in a given program. This combination provides the structure, which an academic should be able to furnish, and the application, which the practitioner can provide. The latter then is not forced into a teaching role he may have little practice in and can interact more informally. While we have had some duds as teachers, the program does not usually fail completely since there is generally someone to notice the problems and clarify. We have found this to be well worth the risk since we have recruited some excellent resource people this way.

In summary, I believe Extension has a significant role to play in local government education across the country. It may be somewhat different in each state depending upon the level of other resources available and the level of resources in Extension. A system that has helped develop the most productive agricultural system in the world has the potential for doing the same with local government. A relatively small additional commitment of resources to this in Extension can have returns substantially greater than is possible through any other method.

PART II

OVERVIEW OF NORTHEAST STATES LOCAL GOVERNMENT PROGRAMS WITH SELECTED TRAINING PROGRAM SUMMARIES

I. INSTITUTE OF PUBLIC SERVICE

THE UNIVERSITY OF CONNECTICUT

Overview

Established in 1944 as an educational service agency of the University of Connecticut, the Institute of Public Service provides training, information, and research facilities to Connecticut state and local government officials. The institute also assists Connecticut citizens who desire to be better informed about Connecticut state and local government. It works cooperatively with other departments and schools of the university, with other educational institutions, with professional associations of public officials, with agencies of the state government, and with citizen groups toward improving public service in Connecticut.

In addition to improving public service in Connecticut, since 1961 the institute has been involved in improving public service in developing nations. Through relationships with overseas universities, institutes of public administration, and training centers, administrators from developing countries in Africa, Asia, and Latin America are trained in Connecticut and institute faculty undertake overseas assignments in these countries.

Training Programs - Connecticut

The institute conducts ongoing educational programs for tax assessors, finance officers, public works personnel, town and city clerks, building officials, and other municipal professional groups. Open enrollment courses in finance and property tax administration, personnel administration and collective bargaining, public works administration, and municipal management are conducted periodically at various locations throughout the state. Conferences, short courses, and special programs to acquaint government personnel and citizens with current issues in the public sector are also sponsored.

The Institute's Intergovernmental Personnel Administration Program, which is partially funded by the Intergovernmental Personnel Act of 1970, is designed to strengthen the personnel system and management capabilities of Connecticut's state and municipal governments. This program conducts basic and advanced workshops in personnel administration and management development for public executives and provides consulting services in personnel administration and management development for specific municipalities and state agencies on a contractual basis. The Management Assessment Service, developed under this program, helps public executives identify their managerial capabilities and individual career development needs.

Training Programs - International

The institute sponsors a comprehensive management development program for administrators of developing nations. Through its Public Management Development Program, mid-career managers of public agencies and enterprises in the developing nations of Asia, Africa, and Latin America participate in training programs which use curricula especially designed to prepare them for their increasingly diverse managerial responsibilities.

Another dimension of the institute's overseas program involves designing and providing, through a contractual agreement with a specific developing nation, training based on the determined needs of that country. For example, under a multi-year contract, Nigerian public servants are being trained by institute staff, both in Nigeria and in Hartford. Additionally, the institute's International Program offers, on a contractual basis, mid-career management development training coupled with graduate degree programs in cooperation with the appropriate university school or college. Examples of this type of contractual arrangements are contracts with Kenya and Nepal.

A further dimension of the institute's overseas interest is the Population Family Planning Program which offers Critical Training and Management Skills Workshops in response to identified training needs of clinical and nonclinical family planning services in developing countries.

Research and Publications

As part of its basic mission, the institute engages in research into the organization and functions of Connecticut town and city government and prepares and publishes informational material and training guides for municipal officials. The institute's long-standing handbook series provides guides to their statutory duties and responsibilities and to accepted practice for municipal officials including assessors, selectmen, town clerks, tax collectors, town treasurers, boards of finance, town meeting moderators, and conservation commissions. The institute has published studies of the office of first selectmen, the structure of town and city government property tax review, and of county government. It also has developed and published informational guides and training packages for municipal managers relating to human services programs, municipal information technology, town planning, local government team building, and interjurisdictional policy management.

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: INSTITUTE OF PUBLIC SERVICE, SCHOOL FOR CONNECTICUT ASSESSORS AND BOARDS OF TAX REVIEW

Year Initiated: 1944 Year Completed: Ongoing

Problem: The need for professionalization of assessment function. Many small-town part-time assessors need training in complexities of assessment administration.

Training Objective(s):

To prepare local assessors to understand the various methods of assessing; to provide opportunity for exchange of ideas and methodologies relating to assessment administration; and to assist persons interested in the Certified Connecticut Municipal Assessor designation to complete required educational program.

Audience: Local assessors (part-time and full-time) and members of Boards of Tax Review.

Content:
I. Introduction to Connecticut Assessment Administration and Law
II. Introduction to Appraisal Principles
III. Introduction to Income Approach
IV. Narrative Appraisal Report Writing Seminar
V. Connecticut Assessment Administration Workshop

Steps in Developing and Implementing the Program:

Inservice Training Committee of Assessing Officers Association meets with institute program coordinator (Director of School) and annually plans school content with special emphasis on the Assessment Administration Workshop. Other courses do not vary very much from year to year but Assessment Administration does, because it is designed for advanced students (those who have completed courses I - III).

Results: 180 assessors hold Certified Connecticut Municipal Assessor designation as a result of attending the School for Connecticut Assessors and passing the appropriate exams.

Sponsoring Organization(s):

Connecticut Association of Assessing Officers, Department of Revenue Services, Certified Connecticut Municipal Assessor Committee, and Institute of Public Service.

Source of Funds:

Registration fee, plus university General Fund support.

Publication(s):

Handbook for Connecticut Assessors
Edward T. Dowling
1978

Source of Further Information:

Edward T. Dowling
Institute of Public Service, U-14
University of Connecticut
Storrs, CT 06268

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: INSTITUTE OF PUBLIC SERVICE, CERTIFIED CONNECTICUT MUNICIPAL-COLLECTOR TRAINING PROGRAM*

Year Initiated: 1978 **Year Completed:** Ongoing

Problem: To develop a greater degree of competency, knowledge, and skill for elected/appointed personnel who staff the tax collection offices of Connecticut's 169 cities and towns.

Training Objective(s):

To develop professional standards of tax-collection administration; to provide adequate educational programs for those desiring to qualify for the designation; and to establish and maintain standards of performance for those earning the designation.

Audience: Tax collection personnel (elected and appointed) in 169 cities and towns, as well as in special districts.

Content:

I. Introduction to Connecticut Tax Collection Administration and Law (C.C.M.C. I)
II. Municipal Finance Administration and Management (C.C.M.C. II)
III. Connecticut Government, Supervision, and Public Relations (C.C.M.C. III)

These courses are the required training program for the designation. All require final examinations.

Steps in Developing and Implementing the Program:

The Institute of Public Service was asked by Tax Collectors Association of Connecticut to assist them in developing a more structured, meaningful training program. Institute staff persons worked with association certification and education committees to develop the program design. An amendment was also introduced into Connecticut General Assembly to extend certification opportunities to tax collection personnel. (Assessors are currently covered by such legislation.)

This program will be offered on a regional basis, as well as in an intensive 3 - 4 day format. Two sections of the first course were offered in March, 1979 with 94 registered. IPS staff have also testified on behalf of the amendment. An IPS staff person will be an instructor in the third course (C.C.M.C. III).

Results: One hundred fifty tax collection personnel enrolled in Tax Collectors School held in March, 1979 under this new format. Ninety-four enrolled in two sections of the first course (C.C.M.C. I).

60

Sponsoring Organization(s):

Tax Collectors Association of Connecticut, Department of Revenue Services, and IPS, University of Connecticut.

Source of Funds:

Registration fees plus university General Fund support.

Publication(s):

Handbook for Connecticut Tax Collectors
Institute of Public Service
1978

Source of Further Information:

Edward T. Dowling
Institute of Public Service, U-14
University of Connecticut
Storrs, CT 06268

---

*This program is included as an extension and modification of the Institute's long-term involvement in property tax administration in Connecticut. What has been done is patterned after what had evolved over the years in terms of assessor training and certification in Connecticut.

61

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: INSTITUTE OF PUBLIC SERVICE -- PROGRAM IN MUNICIPAL ENGINEERING AND PUBLIC WORKS ADMINISTRATION

Year Initiated: 1964 Year Completed: Ongoing

Problem: Prior to 1964 in-service training for administrative, professional and technical personnel in public works was limited to an annual one-day conference and an occasional course in public works administration.

Training Objective(s):

1. To expand noncredit, in-service training for construction inspectors, sidewalk inspectors, "clerks of the works," estimators and designers, engineering aides, survey party staff, highway superintendents, and equipment management personnel.
2. To expand noncredit continuing professional education for town engineers, administrative engineers, and public works administrators.

Audience: Administrative, professional and technical personnel in Public Works from Connecticut's 169 towns and cities.

Content: Courses, seminars, workshops, conferences, and institutes constituting three subject areas: (1) In-service training: construction inspection, equipment management, street and urban road maintenance, maintenance of town roads and drainage systems, (2) continuing professional education: incineration and solid wastes disposal, solid wastes management, Topics and Urban Systems Program, traffic engineering, recycling and source separation, incinerator technology, public works administration, law of municipal engineering and public works, retention basin design and analysis, hydraulics of open channels and culverts, (3) conferences and institutes: productivity, municipal-contractor relations, storm water and drainage, law and public works, standard contract documents, clean water program, EDA Title I grants, labor relations, binding arbitration, equipment management, Geo-coding using the DIME file, and pavement maintenance.

Steps in Developing and Implementing the Program:

In 1964 an ad hoc Connecticut Training Committee was formed consisting of representatives of the American Public Works Association, New England Chapter; the Connecticut Association of Street and Highway Officials; the Connecticut Society of Civil Engineers; the Connecticut Road Builders Association; and the Institute of Public Service.

From time to time, additional representation is added from State agencies in transportation, health, and environmental protection to accomplish specific goals and objectives.

Of special importance is the program cosponsored with the newly formed Municipal Professional Engineers Association. This program in continuing professional education awards Continuing Education Units (CEU's).

Results: Since 1964 at least 1,168 persons have participated in program offerings. The best results have been achieved in construction inspection, public works administration, traffic engineering, street and road maintenance, recycling, law of public works, retention basin design and analysis, and hydraulics of open channels and culverts.

Sponsoring Organization(s):

American Public Works Association, Education Foundation, Municipal Professional Engineers Association, and Institute of Public Service.

Source of Funds:

Fees from participants and some Federal funds on occasion for traffic engineering seminars.

Publication(s):

None

Source of Further Information:

George H. Murray
Associate Extension Professor
Institute of Public Service
University of Connecticut
Storrs, CT 06268
Tel: 203-486-2830

63

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: INSTITUTE OF PUBLIC SERVICE, SCHOOL FOR CONNECTICUT TOWN CLERKS

Year Initiated: 1972 Year Completed: Ongoing

Problem: The need to broaden the knowledge of Town Clerks in the principles and practices of municipal government administration.

Training Objective(s):

To offer an educational program designed to enhance the administrative, personal, and job-related skills of Town Clerks to enable them to function better within their respective municipal governments; and to meet the standards of accreditation of the International Institute of Municipal Clerks.

Audience: Town and city clerks and their assistants.

Content: Concepts of public management, techniques of municipal administration, social and inter-personal concerns, and electives relating directly to the functions of a town or city clerk.

Steps in Developing and Implementing the Program:

Committee of Town Clerks Association meets with School Director annually to plan program for the school; IPS cooperates with International Institute of Municipal Clerks in implementing their certification program.

Results: Eighty municipal clerks have received accreditation from the International Institute of Municipal Clerks through attendance at the School and by meeting other requirements.

Sponsoring Organization(s):

Connecticut Town Clerks Association and the Institute of Public Service.

Source of Funds:

Registration fee, plus university General Fund support.

Publication(s):

Handbook for Connecticut Town Clerks
Patricia Stuart
1979

Source of Further Information:

Patricia Stuart
Institute of Public Service
University of Connecticut
Storrs, CT 06268

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: INSTITUTE OF PUBLIC SERVICE, NEW ENGLAND PUBLIC EXECUTIVE TRAINING SCHOOL (NEPETS)

Year Initiated: First conducted in 1977 **Year Completed:** Annual

Problem: To provide a more effective way of providing in-depth management training for public sector officials.

Training Objective(s):

To provide in each module of each annual School management training that emphasizes the adaptation and application of time-honored, as well as new, management techniques for improving performance and service delivery for the public sector;

To provide in each annual School training in OD, focusing on human relations aspects of public organizations;

To increase effectively the skills of public managers in the areas of negotiation, collaboration, consensus building, intergroup problem solving, systems analysis (in the broadest sense), the effective use of legitimate authority, and other areas deemed appropriate;

To identify and hire noted authorities in appropriate fields as instructors;

To provide optimum opportunities for participants to interact with instructors and each other;

To provide opportunities for personal and professional growth, as well as opportunities to practice new behaviors in an appropriate setting;

To provide in each annual School topics that deal with the dynamics of change as these dynamics relate to the manager's role within the agency, with other jurisdictions, and with the community the agency serves.

Audience: Middle and upper level managers in state and local public service.

Content: The New England Public Executive Training School is a two-week program consisting of modules or workshops of varying lengths. (For the most part, these workshops are one or two days long, though a longer module may occasionally be scheduled.) The specific content of these modules varies from year to year. This year's NEPETS will include workshops on communication, program performance measurement, fiscal planning, and team management. Curricula for previous years are listed below.

MODULES OFFERED AT 1977 NEPETS

LONG RANGE AND STRATEGIC PLANNING

This module emphasized open-systems planning for the future. Areas covered were scanning and analyzing the environment, articulation of goals and objectives, generation of alternatives, identification of restraints, methods of forecasting, analytical thinking and problem management, and utilization of information systems.

MANAGING THE ORGANIZATION: A SYSTEMS APPROACH

This module explored several management systems including, but not limited to, Management by Objectives. Analytical methods for determining the appropriateness of particular management systems, based on the characteristics of represented governments, were covered. Also covered were methods of planning for and implementing a systems approach to management.

GRANTS MANAGEMENT

This module took a very practical how-to approach, covering what grants were available, how they could be secured, and how to avoid pitfalls and problems both in the acquisition of grants and in the administration once the grant has been secured.

CHANGE AND CONFLICT MANAGEMENT

This module explored methods for dealing with the conflicts within the organization, which were in many cases a response to the changes taking place, both within and outside the organization.

INCREASING LEADERSHIP EFFECTIVENESS THROUGH SELF KNOWLEDGE

This module used instruments and other methods for helping managers to increase their leadership potential and their interpersonal skill by greater knowledge and use of individual strengths.

MODULES OFFERED AT 1978 NEPETS

TIME MANAGEMENT

In this module, participants learned some basis tenets of effective time management. Planning and setting priorities were the main emphasis of the program.

ASSERTIVE COMMUNICATIONS

This module was designed to provide participants with knowledge and practice in the skills needed to be assertive, persuasive, and positive in their relationships with their boards, commissions, and committees.

AFFIRMATIVE ACTION FOR NONPERSONNEL PROFESSIONALS

This module was designed for executives who do not specialize in personnel management. The current affirmative action requirements were covered from the point of view of what the nonpersonnel specialist should know. Policy development and management of affirmative action activities were also emphasized.

ROLE CLARIFICATION: NEGOTIATING THE INTERFACE BETWEEN THE ELECTED AND APPOINTED OFFICIAL

This module was designed to give participants an opportunity to use a systems approach to examine differing role functions of elected versus appointed officials, as well as the constraints which develop from these differing functions.

Cancelled.

GOAL ORIENTED MANAGEMENT

Participants in this module learned certain concepts and techniques which they then applied to designing major aspects of a goal oriented management system.

SOCIAL REALITY AND HUMAN ORGANIZATIONS: NEW TRENDS IN MANAGEMENT OF PUBLIC SECTOR ORGANIZATIONS

This module provided participants with ways of looking at themselves as creators of change. Participants examined the possibilities for and limitations on organizational change, as well as the complexities, ambiguities, and tensions which must be confronted in social and organizational change.

MANAGEMENT OF STRESS

The major sources of stress and the consequences of chronic stress were covered in this module. In addition, suggestions for stress reduction and stress management in organizational life were also discussed.

STRATEGIC PLANNING IN PUBLIC SECTOR ORGANIZATIONS

In this module, participants focused their attention on the political, legal, and managerial conditions which encourage or inhibit the expression of strategic thinking and action in legal government. Criteria and practices of strategic thought and action in official policy and operation were applied to a model charter.

INTERPERSONAL AND GROUP DYNAMICS

This program was designed as a laboratory approach to focus on increased self-awareness, competence in dealing with others, leadership skills, and understanding of group process.

Cancelled.

Steps in Developing and Implementing the Program:

The IPA Program relied upon research indicating that public managers recognize the need for management development training and that such training should take place in "massive continuing doses designed to mold new individuals, institutions, and total environments". In addition, the designers used the results of a Job Function Evaluation of upper, middle, and lower level managers in Connecticut state and local government conducted by Felix Lopez, Associates. The Job Function Evaluation identified the job-related managerial competencies needed by these managers. The institutional setting of the New England Public Executive Training School was selected as being the best for providing superior training in the more sophisticated of these competencies.

Topics for the modules are always selected on the basis of the job competencies needed and the demand from the audience for whom NEPETS is designed. These demands come in the form of oral suggestions or through informal surveys. In addition, for the 1978 NEPETS an Advisory Committee was formed. This committee provided input regarding all phases of the NEPETS planning.

Sponsoring Organization(s):

The Intergovernmental Personnel Act Program of the Institute of Public Service at the University of Connecticut.

Source of Funds:

The U.S. Civil Service Commission.

Publication(s):

None

Source of Further Information:

M. Jane Cleare, Associate Extension Professor
Institute of Public Service
University of Connecticut, U-14
Storrs, CT 06268

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: REGIONAL (THAMES VALLEY) MUNICIPAL EXECUTIVE ASSOCIATION

Year Initiated: 1968 **Year Completed:** Continues to date

Problem: Municipal officials needed a means for discussing information on common problems that could be educationally addressed.

Training Objective(s):

Assist municipal officials in identifying and solving common problems.

Audience: First Selectmen, City Managers, and Mayors in 12 municipalities in the Thames Valley area; planning agency, region Extension Service, Region Development Agency, CAP Agency, and local representatives of the government.

Content: Problems, some of which are listed below, are continuously identified.

1. Development of agreements to share capitol equipment,
2. Consensus on seeking state legislative action,
3. Development of programs in rehabilitation of juvenile delinquents,
4. Resolution of welfare payments mandated by state government to municipalities,
5. Community health education programs,
6. Regional solid-waste-disposal planning and implementation,
7. Understanding state legislation, regulations, and programs having impact on local government, and
8. Agreements between local government units for cooperative purchases of goods and services.

Steps in Developing and Implementing the Program:

1. Form organization, provide monthly meetings,
2. Assist in identifying priority problems in local communities,
3. Assist local government officials in better decision making by conducting educational programs, and
4. Assist in securing local resources.

Results: Continuing opportunities for communication and for sharing ideas have enabled municipalities to save many dollars. The program has been particularly helpful to newly elected officials. The program has definitely influenced legislation, established regional landfill, solved welfare problems, etc.

Sponsoring Organization(s):

University of Connecticut
Cooperative Extension Service
New London County

Publication(s):

None

Source of Further Information:

Russell E. Hibbard
Cooperative Extension Service
CRD Agent
562 New London Burnpike
Norwich, CT 06360

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: LAND-USE PLANNING WORKSHOP FOR CHESTER, ILLINGWORTH, AND EAST HADDAM, CONNECTICUT PLANNING AND ZONING COMMISSION

Year Initiated: 1978 Year Completed: Ongoing

Problem: The Planning and Zoning Commission for the three towns wishes to update local Plans of Development. Since the present plans were approved, a wealth of natural resource data has been made available. The towns requested the Community Resource agent to assist in their land-use planning program.

Training objective(s):

To educate local land-use decision makers about the availability and usefulness of natural resource data for long-range land-use planning.

Audience: A series of natural resource data maps including maps of town bases for: detailed soil surveys, soils with limitation for septic system installations; soils with limitation for structures with basements; soils with limitation for road construction; erosive soils; prime agricultural soils; existing land-use; existing zoning; existing and proposed open space; existing and proposed utilities; water sheds; drainage basements; flood-prone areas; in land wetlands; transportation plans; and proposed land-use planning.

Steps in Developing and Implementing the Program:

As the maps are completed, a series of technical memos are prepared to generate group discussion and present alternatives for decisions. Once the Planning and Zoning Commission reaches an agreement, the proposed plan is presented at a series of workshops and public hearings.

Results: Still in progress.

Sponsoring Organization(s):

Cooperative Extension Service.

Source of Funds:

Extension Service and local appropriations.

Publication(s):

Still being developed.

Source of Further Information:

C. James Gibbons, Assoc. CRD Agent
Extension Center
Haddam, CT 06438

73

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: NATURAL RESOURCE AND LAND-USE PLANNING TRAINING PROGRAM FOR LOCAL GOVERNMENT OFFICIALS IN CONNECTICUT

Year Initiated: 1972 **Year Completed:** Ongoing

Problem: Local government land-use decision makers need assistance in the use of natural resource information for their decisions.

Training objective(s):

Encourage local land-use decisions based on adequate knowledge of the natural resource carrying capacity.

Audience: Municipal, elected and appointed officials, and local personnel of Planning and Zoning Board, Town Councils, etc.

Content: Annual course (provides 3 Continuing Education units) in "Local Control of Land Use" is offered for town officials.

Steps in Developing and Implementing the Program:

The program is given in cooperation with the State Department of Environmental Protection which supplies some materials and half of the manpower to operate the course.

1. Pilot Program -- 1972
2. Initial Series of Workshops -- 1973-1975
3. Evaluation -- 1976
4. Restructure of Course -- 1977-1979

Results: Approximately 1000 individual town government officials have been through formal training in the use of Natural Resource data for their decisions.

Sponsoring Organization(s):

Connecticut Cooperative Extension Service; Connecticut Department of Environmental Protection (DEP).

Source of Funds:

CES and DEP line budgets; U.S. Environmental Protection Agent Grant.

Publication(s):

See list next page.

Source of Further Information:

David R. Miller, CE Natural Resources Specialist
University of Connecticut, U-87
Storrs, CT 06268

PUBLICATIONS ABOUT AND USED IN THE CONNECTICUT LOCAL OFFICIALS TRAINING PROGRAM IN LAND USE

Connecticut Department of Environmental Protection, Natural Resources Center. Tools for Local Action - Alternatives For Municipal Environmental Protection in Connecticut, 1976. EPA-T-90-057-70-10.

Frye, M.E. A Summary of the Powers & Duties of Town Officials Involved in Land Use Decisions in Connecticut. Cooperative Extension Service, College of Agriculture and Natural Resources, The University of Connecticut. 1977.

Frye, M.E. and Miller, D.R. Evaluation of the Connecticut Cooperative Extension Service Natural Resources Education for Community Land-Use Decision Makers. Storrs: University of Connecticut, Coop. Ext. Serv., 1977.

Hill, D.E. and Thomas, H.F. The Soil Geology Task Force Report on the Use of Natural Resources Data in Land and Water Planning. 1972. Connecticut Agricultural Experiment Station Bulletin, New Haven, CT.

Institute for Environmental Education. Tuning the Green Machine, An Integrated View of Environmental Systems. Dubbs Ferry, N.J.: Ocean Publication Inc. 1978.

Miller, D.R. A Directory of Agencies Concerned with Connecticut Natural Resources. University of Connecticut, Coop. Ext. Serv. Bull., 1974. EC 74-67.

Miller, D.R. "Developing Environmental Programs," Journal of Extension, 15 (March/April 1977): 20-26.

Miller, D.R., Frye, M.E., and Thomas, H.F. "A Natural Resources Education Program for Community Officials and Its Effectiveness, 1979." Journal of Extension, Spring 1979.

Miller, D.R. and Hyde, R. A Connecticut Water Primer. University of Connecticut, Coop. Ext. Serv. Bull., 1975. EC 75-18.

Thomas, H.F. The Natural Resources Center. Hartford, Connecticut: Department of Environmental Protection, 1977.

Thomas, H.F., Miller, D.R., and Hyde, R.C. Manual for Workshops on the Use of Natural Resource Data by Land Use Decision Makers. 2nd edition. Storrs: University of Connecticut, Coop. Ext. Serv., 1977.

II. THE DELAWARE PUBLIC ADMINISTRATION (DPA) INSTITUTE

COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY

DPA Institute Staff: Dr. Jerome R. Lewis, Director; Dr. Timothy K. Barnekov, Assistant Director; David J. Fineman, Management Systems Specialist; and Gloria Wilkins, Institute Secretary

Established in 1973 with the support of Intergovernmental Personnel Act (IPA) funds, the Delaware Public Administration (DPA) Institute is a focal point for the development of public management in Delaware. The institute provides ongoing technical and staffing assistance and training services in both personnel and general management to local jurisdictions so that these units can make the best use of their resources.

Activities of the Institute

The DPA Institute functions through its three components: training, staffing assistance, and technical assistance.

1. Training. The institute's training program has three principal goals: to promote and conduct training in management systems, to facilitate the sharing of training resources throughout the state, and to foster the development of the state's training programs. Selected activities that the institute has sponsored are listed below:

   Economic Data Workshop - Participants received training on how to use such tools as the consumer price index, cost of living index, and other statistical economic measures to aid in the labor negotiation process.

   Grant Development Workshop - The emphasis was on techniques and methods for the collection and analysis of population and housing information essential to the completion of proposals for community development, economic development, and public works grant programs.

   Compensation Practices Workshop - This program focused on such topics as the comparability pay principle, the collection of information on community pay practices, the design of equitable pay systems, and the procedures for implementation and maintenance of pay systems.

   EEO Workshop - Discussion focused on the impact of current developments in the management of various personnel administration functions: recruitment, selection, promotions, layoffs, and transfers.

   Selection Workshop - Subjects addressed included legal and administrative requirements, job analysis, measurement approaches, technical requirements, and problems with validation.

76

Performance Evaluation Workshop - The emphasis was on the purposes and methods of performance evaluation. The program provided participants with an understanding of various evaluation techniques and approaches and their problems and pitfalls.

2. Staffing Assistance. This component is designed to assist the local jurisdiction in all facets of personnel management through the assistance of institute staff members. Participation in an intergovernmental framework by the jurisdictions provides them with the opportunity to develop their own skills and to exchange information. Sample staffing assistance activities in which the institute participates are found below:

   Delaware Managers' Interchange Program - The institute provides staffing and other technical assistance to this program, which is geared to the managers of the state's smaller municipalities. Staff assistance includes assistance in the scheduling and organizing of program meetings and participation in all programs.

   Middle Atlantic Personnel Assessment Consortium (MAPAC) - Information on MAPAC programs and activities are disseminated to local governments through transmittal of meeting reports and other written materials.

3. Technical Assistance. Any jurisdiction may seek directly the advice or assistance of the institute through needs-assessment survey procedures. The institute makes recommendations for strengthening personnel ordinance provisions, revision of wage and salary and position classification plans, selection, recruitment, productivity, and performance evaluation. An ongoing survey of compensation practices in the state provides the economic data necessary for local governments to make viable resource allocation decisions. The institute publishes an annual wage and salary survey that includes wage rates for the state's public jurisdictions, surrounding counties, and a select group of private employers.

DPA Institute and the College of Urban Affairs

The College of Urban Affairs and Public Policy at the University of Delaware provides staff assistance as subject matter specialists for institute activities. Operating as a subunit of the college, the institute represents increasing concern for and commitment to the development of effective public management within the state of Delaware.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: SUSSEX COUNTY ASSOCIATION OF TOWNS, DELAWARE (SCAT)

Year Initiated: May 1976 Year Completed: Ongoing

Problem: Lack of coordination among state, county, and local governments; little sharing of common problems, concerns, and solutions.

Training Objective(s):

1. Foster and improve communications among levels of government,
2. Assure rural government has voice in home rule,
3. Promote welfare and interest of municipalities.

Audience: Local Government

Content: A monthly meeting is held with an informational portion given by outside speaker. Local, state, and national issues discussed and motions adopted. Sharing of program and project information. Input given on state and national legislation. Intercommunication on an informal basis. Increased volume and shorter time loss in information dissemination.

Steps in Developing and Implementing the Program:

(1) Organization of mayors and presidents for meetings; (2) development of goals and bylaws; (3) the giving of support and maintenance by Extension CRD; (4) election of officers; (5) development of agendas and issues; (6) arrangement of informational program; (7) development of "issues committees" on ad hoc basis; (8) distribution of informational material from national associations NLC, ICMA, NACo, etc.; and (9) provision of ongoing T.A.

Results: SCAT has taken stands on several pieces of legislation, both national and local. Clarification of state regulations have resulted. Implementation of programs: National Child Safety Council, Wastewater Operator's, Police Management, local CATV, Municipal Computer Billing, unit purchasing, elevation of Nanticoke Bridge, highway maintenance, etc.

Sponsoring Organization(s):

Delaware Cooperative Extension Service in cooperation with Sussex County local governments.

Source of Funds:

Smith-Lever Act.

Publication(s):

Background and support material, letters, etc., on issues of local concern. Possibility of research projects are likely as organization develops.

Source of Further Information:

Daniel S. Kuennen
CRD Agent
University of Delaware Substation
R.D. #2, Box 48
Georgetown, DE 19947

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: LOCAL COMMUNITY PLANNING

Year Initiated: 1977 Year Completed: Ongoing

Problem: Many local governments are faced with pressures of growth or decline. In addition, many federal, state, and county growth plans and regulations have been enacted. Few rural governments have planning capacity. State planning is limited to macro levels, i.e., state and regional.

Training Objective(s):

Objectives for extension, which serves in several capacities, are:

1. To systematically identify local problems and concerns,
2. Develop goals for managing change,
3. Develop action strategies to implement goals, and
4. Devise programs for execution.

Audience: Adult elected and appointed officials, citizen groups included.

Content: Many communities developed CD plans in late 60's under HUD 701. Current process is to update these plans in light of current needs and changes. Surveys of citizens are devised. Results are tabulated. Workshops and consultancy sessions are held. Program outline developed. Public involvement encouraged. Final development of plan.

Steps in Developing and Implementing the Program:

(1) Local request; (2) contact meeting usually with P&Z to explore needs, (3) commitment made if agreeable, (4) work plan written, (5) local town contacts appointed, (6) questions of P&Z and town governments administered, (7) community survey draft, review of contact persons, (8) rewrite survey, (9) administer survey for attitudes and demographics, (10) review update needed information, (11) check and cross reference with other plans, (12) review meetings, (13) working papers, (14) drafts prepared for sections, (15) coordinate with other plan agencies, (16) drafts finalized, (17) public input held, (18) recommendations of P&Z to town, (19) draft sent to State Planning, (20) changes made based on comments, and (21) adoption by town.

Results: The planning requests were initiated in Fall of 1977; planning began in spring of 1978. One comprehensive plan is complete. Four local surveys for four communities have been completed. Three workshops have been held.

Sponsoring Organization(s):

Cooperative Extension Service and College of Agricultural Sciences.

Source of Funds:

Smith-Lever, Hatch and Title V, Rural Development Act of 1972.

Publication(s):

Rural Coastal Community Survey; South Bethany Community Survey; Bethany Beach Community Survey; Ocean View Community Survey; Results of a Survey of Seasonal Homeowners, Renters, Permanent Residents, and Businessmen, Bethany; Preliminary Results of Seasonal Residents, Permanent Residents, and Business Survey, South Bethany; - C. Angle, D. Kuennen, and G. Cole.

Source of Further Information:

Daniel S. Kuennen or Douglas Angle
R.D. #2, Box 48
Georgetown, DE 19947
(302) 856-5250

Other Publications:

Comprehensive Development Plan, Bethany Beach - C. Angle;
Dewey Beach Citizen Association Survey - D. Kuennen;
Critique of Sea Grant Looks at Beach Management - C. Angle and D. Kuennen;
Population Projections, Rehoboth Beach Area - D. Kuennen;
A Preliminary Review and Comments on South Coastal Land Use Plan and Proposed Sea Colony North: A Report to the Commissioners of Bethany Beach - D. Kuennen;
Comments on Proposed Coastal Water and Sewer Rate Increases: A Report to the Dewey Beach Citizen's Association - D. Kuennen

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: TASK-FORCE CONSULTANCY, STATE OF DELAWARE

Year Initiated: 1974 - 1977, Delaware Tomorrow Commission
1977 - 1979, Intergovernmental Task Force

Problem: States must begin to plan and set directions for themselves. Growth plans, benefits and burdens, and government modernization are but a few of the numerous concerns facing state government.

Training Objective(s):

Extension has served in several capacities with the overall objective of increasing citizen participation in state growth and development planning, and increasing flow and review of useful studies for planning.

Audience: Statewide adult population.

Content: Extension has served as chair and vice chair of various committees and subcommittees of Governor Task Forces. Data, research, group motivation, and information dissemination have been used and generated by Extension.

Steps in Developing and Implementing the Program:

(1) Nomination to committees by the Governor; (2) Preparation and assimilation of data and information; (3) Presentations; (4) Consultation with national associations; (5) Writing and preparation of draft information and recommendations; (6) Assistance in public hearings; and (7) Preparation of final document.

Results: Various pieces of legislation to implement recommendations, e.g., new state planning act, have been passed; appropriations for tourism, and intergovernmental cooperation in purchasing have increased.

Source of Funds:

Smith-Lever.

Publication(s):

Report of Delaware Tomorrow Commission, 1978, Delaware State Planning Office; Final Report of the Intergovernmental Task Force (ITF) As Directed by Executive Order Number Twenty-Three, January 10, 1979, State of Delaware; various studies, reports, drafts, etc.

Source of Further Information:

Daniel S. Kuennen
R.D. #2, Box 48
Georgetown, DE 19947
(302) 856-5250

Gerald Vaughn
University of Delaware
Agricultural Hall
Newark, DE 19711
(302) 738-2504

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: GRANT/LOAN PROCUREMENT AND MANAGEMENT

Year Initiated: 1973 Year Completed: Ongoing

Problem: Many small rural governments have inadequate facilities. Few have the financial capacity to deal with problems. Most financial grant/loan programs require procurement and management capacity.

Training Objective(s):

To increase the financial capacity of rural governments; to upgrade and increase essential community services and facilities for present and future populations.

Audience: Elected and appointed local government officials.

Content: Group training sessions and individual consultancy on state and federal programs, rules, and regulations; cooperation with associations and development groups; referrals to national and regional training; and preparation of grant/loan proposals, citizen participation, and definition of problems, goals, and activities.

Steps in Developing and Implementing the Program:

(1) Develop newsletter with latest program information and contemplated grant/loans at federal and state level; (2) meet with local governments for need determination; (3) explain various programs available (using FAPRS,(Catalog of Federal-Domestic Assistance); (4) determine eligibility and program criteria; (5) prepare documentation, conduct studies, and compile data as needed; (6) assist in hiring as needed; (7) prepare general information on program management; (8) conduct workshops on common program requirements; (9) consult during program operation; and (10) promote sharing of inforation among grantee towns.

Results: Since 1973 direct grant procurement to assist successful towns and organizations has exceeded $10 million. Indirect, short-term consultation with governments in general ranges over $25 million for the same period. There has been a development of municipal grantsmanship positions. Housing units, water systems, municipal buildings, street improvements, and health services are among the successful projects.

Sponsoring Organization(s):

Cooperative Extension Service.

Source of Funds:

Smith-Lever.

Publication(s):

Federal Aid to States in the Northeast: FY 1975; *Federal Aid to States in Northeast*: FY 1976; *Sample Environmental Process: As Required by HUD, CDBG Program*; *Federal Aid to States in the Northeast*: FY 1977; *Sussex County Community Action Agency Management Information System*; *Human Services Program Retrieval System*; *Sample HUD Single Purpose Small Cities Program CDBG*; *Citizen Participation Plan Rural CDBG Local Survey Form*; *CD Management Information System*; *Community Project Impact Checklist*; and numerous grant proposals. - Daniel S. Kuennen

Source of Further Information:

Daniel S. Kuennen
R.D. #2, Box 48
Georgetown, DE 19947
(302) 856-5250

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: GENERAL MANAGEMENT

Year Initiated: 1972 Year Completed: Ongoing

Problem: Local rural government has great demands made upon it with little capacity to meet them. Part-time employment predominates and training levels are low. Little professional association takes place. Most information to increase management skills is sporadic.

Training Objective(s):

To increase dissemination of useful management information and to improve government performance.

Audience: Local elected and appointed officials and the adult public.

Content: Development of training programs, materials, and information; dissemination of relevant, practical information; updating programs and projects; and development of an informal information network among city managers.

Steps in Developing and Implementing the Program:

(1) Dissemination of two monthly newsletters, radio programs, and news releases; (2) meetings and consultation sessions based on request; (3) development of reference material; (4) development of studies and reports; (5) attendance at municipal association meetings; (6) development of rapport with administrators; (7) identification of group needs; (8) design for development of a training workshop; and (9) follow-up on implementation.

Results: Two personnel studies; one police management, one housing management, and grants management (general distribution) studies; police workshops and personnel workshops have been conducted; information has been gained through Sussex County Association of Towns. One town reorganization has taken place. Two community grants positions have been gained.

Sponsoring organization(s):

Cooperative Extension Service.

Source of Funds:

Smith-Lever.

Publication(s):

Town of Millsboro Personnel Manual; Town of Delmar Personnel Manual; Police Management Guidelines for Town of Laurel; Police Management Guidelines for Rural Communities; Personnel Manual Handbook for Smaller Municipalities - Robert A. Zapke

Park Management Guide for Rural Communities - Robert Meinen

Management Guide for Municipal Low/Moderate Income Rental Mobile Home Park - D. Kuennen and R. Meinen

Community Development Communications and Rural Development Resources (monthly newsletters) - D. Kuennen.

Source of Further Information:

Daniel S. Kuennen
R.D. #2, Box 48
Georgetown, DE 19947
(302) 856-5250

III. BUREAU OF PUBLIC ADMINISTRATION

UNIVERSITY OF MAINE

The Bureau of Public Administration (BPA) is a unit of the university's Division of Research and Public Services and was established in 1965 by the Maine State Legislature. The bureau's mission is to provide research and educational assistance to state and municipal elected and appointed officials. Through applied research, seminars, workshops, consultation services, and publications, the bureau strives to improve the quality of public services provided to the citizens of Maine.

BPA offers an extensive management education program. This in-service training generally is directed toward the individual - building interpersonal skills and improving leadership and management techniques. Programs offered by the bureau include:

Basic Supervision
Management of Time
Zero Base Budgeting
Interpersonal Communications
Leadership Styles
Public Personnel Administration
Public Relations

Instructors for bureau programs are drawn from university faculty, recognized practitioners, as well as from the bureau professional staff. This practice insures learning events of scholarly caliber and pragmatic value. Seminars and workshops range from one- and two-day open enrollment sessions to one-week residential seminars providing a variety of management, organizational, and personal development skills.

A growing area of bureau service involves on-site developmental projects. These projects generally involve working on request with entire municipal or state organizations, units, or work groups. Developmental programs have a great impact on organizational behavior, especially on team building, planning, group-process problem solving, and organizational design and restructuring.

Research on government is another major function of the Bureau. Research activities focus on broad governmental policies and problems, as well as more specific, short-term analyses of immediate problems.

The bureau's research staff works closely with state and local officials in determining and meeting their research needs. The bureau also works with UMO faculty and students interested in governmental research topics that may go beyond the immediate, short-run needs of state and local officials in Maine.

The ultimate goal of BPA research is to combine applied research with the educational delivery system focusing on solving public management problems at the community and state level. In most instances, research efforts result in published materials which then serve as curriculum resources, guidelines for legislative action, or continuing resources for public utilization.

Examples of research include: A Study of Property Tax Exemption in Maine; Local Government Charter Study Series, Institutional Tax Exemptions in Maine; Cash Management for Small Communities; and Introduction to Municipal Accounting.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: LOCAL ELECTED OFFICIALS TRAINING PROJECT AND CURRICULUM DEVELOPMENT

Year Initiated: 1976 Year Completed: 1978

Problem: Although local elected officials in Maine are aware of the problems confronting their communities, they find themselves with limited resources and time to thoroughly research each issue facing them. Through needs assessment and continued discussions with these officials, we became aware of the increasing demand for information, training, and resources to enable them to function effectively as a legislative body. It became clear that an ongoing training program for elected officials and municipal administrators was necessary. Nowhere in Maine was there an identifiable educational source for the elected official.

The project here described represents an effort to meet the training and development demands of the elected official, utilizing the Elected Officials Resource Handbook as a key educational tool.

Training Objective(s):

To develop and make available to Maine local elected officials a resource handbook;

To design the handbook so that it would serve as an educational tool for the elected official, guiding his actions in a variety of functional areas;

To present this resource through a series of one-day workshops in various locations throughout the State.

Audience: Approximately 2500 local elected officials in the state of Maine.

Content: The handbook consists of twelve (12) chapters, appendices, a glossary of terms, and a brief section on methods of conducting meetings.

Topics include:

Maine Local Government;
Types, Duties, and Responsibilities of Municipal Officials;
Boards, Committees, and Commissions;
Meetings and Elections;
Municipal Finance;
Personnel Administration;
Streets and Highways;
Public Safety;
Human Services;
Public Services;
Planning and Land-Use Regulation;
Public Relations, Municipal Reports, and Records.

Steps in Developing and Implementing the Program:

A network of resource persons with special expertise in certain functional areas of municipal government developed the training material and were involved in the delivery of the final product, the Resource Handbook for Elected Officials. Specifically, a team of 12 authors contributed to the writing of the Handbook, and a review committee of 22 persons participated in refining the handbook material. The total project team was made up of town and city managers, fire and police personnel, code-enforcement officers, planners, health and welfare personnel, educators, finance personnel, personnel directors, elected officials, and various other persons as their expertise and experience in certain functional areas of local government was needed.

The human resources involved in the development of the Handbook are key resources for training programs utilizing the Handbook. This new approach to meeting the training and development needs of Maine's 2500 elected officials has a built-in mechanism to ensure that the training product is as relevant and useful as possible.

Results: The training of local elected officials in Maine is an ongoing process. This project is a major contribution to that whole effort. The handbook for local elected officials, Maine Local Government: A Handbook for Elected Officials, is complete. Four regional seminars using the Handbook as the primary training tool were conducted. Further, a statewide training program for elected officials was conducted in October 1978 in conjunction with the Maine Municipal Association's annual convention, again using the Handbook.

After each regional seminar an evaluation of the training program and material was conducted. As part of that evaluation a needs assessment took place, providing data on additional training needs of elected officials. This will provide valuable information in the development of an Institute for Elected Officials, now in the planning stages for the Spring of 1979. In addition, the data will serve as a guide for seminars for elected officials to be offered in different areas of the state as part of an ongoing program.

An evaluation of the Handbook is planned for late 1979.

Change and improvement have resulted from this project. (1) A learning source for the elected official is now available; it is particularly valuable for the newly elected official, and (2) A planned system for delivering the information elected officials need now functions in such a way that it produces new knowledge and stimulates continued involvement in training.

Sponsoring Organization(s):

Bureau of Public Administration, University of Maine at Orono.

Source of Funds:

U.S. Office of Personnel Management under a grant through the Intergovernmental Personnel Act of 1970 and funds appropriated by the University of Maine at Orono.

Publication:

Maine Local Government: A Handbook for Elected Officials, Edited by Laura E. Campbell, April 1978.

Source of Further Information:

Kathryn H. Godwin, Director
Bureau of Public Administration
University of Maine at Orono
162 College Avenue
Orono, Maine 04469
(207) 581-7603

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: CASH MANAGEMENT: AN ALTERNATIVE TO HIGHER TAXES

Year Initiated: 1976 Year Completed: 1977

Problem: One of the most critical concerns of Maine municipal officials today is the management of financial resources, now that alternative sources of revenue are not being realized at a level commensurate with the magnitude of expenditure needs. The New York City crisis has had an adverse "ripple effect" on the borrowing of municipal money. That and the gradual shifting of responsibilities from state government to local government without a comparable shifting of funds have placed severe economic pressures on municipalities throughout the state. New York City's problems, in addition to affecting the borrowing market, have brought to light inadequacies in cash-management practices that have existed in small and medium-sized Maine municipalities for some time. Since the majority of municipalities collect their revenues within the last two or three months of the fiscal year, borrowing in anticipation of taxes is a vital part of the local financial management system. There are now strong indications that lending institutions will seek assurance of adequate accounting and cash-management practices. In the long run, the absence of these basic elements of financial management may make it more difficult or more expensive for municipalities to borrow money.

This problem could have disturbing consequences for Maine local governments. It means that local revenues, which are already shrinking in relation to expenditure requirements, will be in further jeopardy and will produce further adverse effects on local economic conditions. This, in turn, may well discourage the location of new industry and hence the availability of additional employment.

Training Objective(s):

To develop, publish, and make available to all Maine communities a handbook entitled Cash Management for Small Communities which contains most of the material presented at the workshops and can provide those not attending the training workshops with a practical reference for improving their practices;

To deliver six workshops for local officials designed to increase their knowledge of cash-management concepts and practices.

Audience: Municipal officials of small and medium-sized communities.

Content: The six workshops focused on:

- Cash Flow Analysis
- Bank Account Analysis
- Tax Anticipation Borrowing
- Investment of Idle Funds

The handbook covered:

- Cash Scheduling
- Short-Term Borrowing Guidelines
- Bank Account Analysis
- Deposit Restrictions
- Investment of Municipal Funds
- Development of an Investment Program

Steps in Developing and Implementing the Program:

A team of three municipal finance officers with direct experience and expertise in cash management was formed to develop the curriculum and training material. The team would also serve as workshop leaders for the six subsequent training sessions.

Bureau staff served as project coordinators for the team of practitioner-developers and had final editorial responsibility for the instructional material.

Subsequent to the completion of the workshops, bureau staff, assisted by university work study students, began work on the production of the handbook, Cash Management for Small Communities. The handbook was completed, published, and made available to all municipalities in Maine.

Results: The delivery of the six cash-management workshops provided ninety-one municipal officials with a knowledge of the practices of effective cash management.

A cash-management pamphlet was published and made available to every Maine community. This publication incorporates much of the workshop curriculum material and therefore can provide those not attending the workshops with a practical reference for the concepts and practices presented at the workshops.

By enhancing the local official's knowledge of cash-needs projections, bank relations, and borrowing and investing programs, that official can more effectively and efficiently serve the individual taxpayer. This knowledge can, in turn, be transmitted to other administrative officials in those communities.

The project also allowed for creation of a team of workshop leaders and of proven curriculum material. Because of the high level of satisfaction with and interest in this program, it is being continued by the Bureau of Public Administration.

An independent evaluation of the project was conducted by the Social Science Research Institute, University of Maine at Orono. The evaluator conducted a pre and posttest survey instrument based on curriculum material submitted by the workshop instructors; it was administered at the start of the first four workshops and again at their close. Participants were also given a postseminar survey instrument designed to allow them to assess the personal value of the workshop.

Sponsoring Organization(s):

Bureau of Public Administration, University of Maine at Orono.

Source of Funds:

U.S. Office of Education, Department of Health, Education and Welfare, through a grant under Title I-A, Higher Education Act of 1965 and funds appropriated by the University of Maine.

Publication:

Cash Management for Small Communities, John DePalma, Quentin B. Spector, Bruce E. Benway, August 1977.

Source of Further Information:

Kathryn H. Godwin, Director
Bureau of Public Administration
University of Maine at Orono
162 College Avenue
Orono, Maine 04469
(207) 581-7603

IV. MARYLAND TECHNICAL ADVISORY SERVICE

The MARYLAND TECHNICAL ADVISORY SERVICE (MTAS) is a service organization whose mission is to help officials of Maryland counties and municipalities obtain practical solutions to technical problems in local government and administration. For organizational and administrative purposes, MTAS is a part of the Bureau of Governmental Research in the Division of Behavioral and Social Sciences of the University of Maryland.

The Staff of MTAS comprises a group of professional personnel whose practical and academic backgrounds provide a broad range of expertise in solving governmental problems. Their capabilities are further enhanced by accessibility to research facilities of the University and the cross-feed of information from state agencies and other local governments

The services of MTAS are designed to assist individual municipalities and counties, at their own request, with the solution of specific problems; to undertake studies and surveys of regional or statewide significance; and to provide training for students interested in careers in local government.

Close cooperation with local officials, state and federal agencies working with related questions, the Maryland Association of Counties (MAC), and the Maryland Municipal League (MML) enables MTAS to broaden its base of experience and expertise in dealing with specific problems.

Individual requests for information often can be answered immediately by a staff member, either by telephone or through personal visit. Other more complex projects may necessitate greater research and analysis, possibly resulting in a formal or letter report.

Not infrequently, MTAS receives a request for assistance on matters of general interest and importance to local governments in Maryland. Inquiries of this nature have led to the publication of general studies on such subjects as street control, refuse collection and disposal methods, county urban services, and others. A biennial survey and publication on salaries and compensation plans of Maryland local governments is prepared in cooperation with the Maryland Municipal Legue and the Maryland Association of Counties. These future generalized studies are intended to provide local officials with workable alternatives for the solution of internal governmental problems, as well as those involving coordination with other governmental jurisdictions.

No charges are made for the technical services performed by MTAS within its available resources. The normal fiscal needs of MTAS are included within the budget of the University of Maryland. However, projects of unusual complexity may be separately negotiated.

MTAS has assisted local governments on such matters as:

Accounting Systems and Reports
Administrative Management
Annexation
Automatic Data Processing
Budgetary Systems
Ordinance Drafting
Parking Authorities
Personnel Administration
Planning and Zoning Questions
Purchasing Procedures

Charter Drafting and Revision
Citizen Interest and Participation
Codification of Ordinances
Employee Retirement Systems
Federal Aid Programs
Government Organization
Water and Sewer Operations and Rates
Refuse Collection and Disposal
Registration and Election Procedures
Salary and Compensation Plans
Storm Drainage
Street Construction and Maintenance

V. THE INSTITUTE FOR GOVERNMENTAL SERVICES

UNIVERSITY OF MASSACHUSETTS

The Institute for Governmental Services was founded by the President of the University of Massachusetts and its Trustees in 1970 as an expression of the University's historical commitment to public service. The Institute was charged with six goals:

1. To link the University and the state and local government agencies throughout the Commonwealth;
2. To facilitate the flow of resources from all three campuses of the University to the citizens of the Commonwealth;
3. To design, carry out, and redefine University-based, service-oriented programs for state and local government personnel;
4. To assist the schools, departments, colleges and campuses within the University in collaborating with the Institute and with each other in developing service-oriented programs;
5. To identify and obtain financial support from appropriate outside sources;
6. To establish and maintain a collaborative, interagency relationship with a wide variety of organizations including state and local governmental agencies, other institutions of higher learning, business and industrial concerns, citizens' groups and professional organizations.

To accomplish its goals the Institute has brought to bear academic expertise and practical experience on issues affecting state and local governmental agencies. Its activities to this end fall into four main categories: training, technical assistance, publications, and research.

The creation of the Institute at a time when the service responsibility of Land-Grant universities was receiving little attention has been subsequently validated by demands for accountability from citizens and the closer scrutiny of legislators across the nation. Amid these times of shifting University priorities and reduced budgeting, the Institute has not only grown larger, but has been able to deliver quality products while maintaining a uniformly high level of program and fiscal accountability, using support provided by the state or through the wide variety of funding agencies that have provided grants and contracts to support its work.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: MASSACHUSETTS LOCAL GOVERNMENT PUBLICATIONS PROGRAM

Year Initiated: 1977 Year Completed: Ongoing

Problem: Massachusetts municipal officials, many of them because of their part-time or volunteer status in government, are not always able to attend the formalized training programs that are provided by various agencies. The Intitute, therefore, has a publication series, which is part of its total training program. This publication series is intended to bring much of the material covered in our regular training programs into the hands of these officials.

Training Objective(s):

To publish in a timely and low-cost fashion publications that cover a broad spectrum of municipal government problems.

Audience: Massachusetts municipal officials.

Content:

1. Assessment Administration Manual for Massachusetts Assessors,
2. Client Need Assessment: A Handbook for Local Government Officials,
3. Conducting a Public Meeting,
4. Elder Affairs: A Manual for Massachusetts Municipalities,
5. Guide to the Massachusetts Public Employee Collective Bargaining Law,
6. Handbook for Citizen Boards and Councils,
7. Making Figures Talk - Basic Mathematics for Assessors,
8. Manual for a Collector of Taxes in the Commonwealth of Massachusetts,
9. Municipal Grants: Acquisition & Management, and
10. Volunteers in Municipal Service.

Steps in Developing and Implementing the Program:

1. Identify need for publication;
2. Establish the procedure whereby the publication will be written, e.g., by Institute staff and appropriate individuals, or by a committee from a professional association;
3. Identify an advisory committee to critique draft copies of the publication; and
4. Print, publicize, and distribute the publications.

Results: We have just begun to publicize most of the publication titles and have received very good preliminary feedback.

Sponsoring Organization(s):

Institute for Governmental Services, University of Massachusetts.

Source of Funds:

Intergovernmental Personnel Act of 1970, individual pricing of books to recover direct printing and distribution costs, and state funds.

Publication(s):

Nonapplicable.

Source of Further Information:

Institute for Governmental Services
Publications Office
Middlesex House
University of Massachusetts
Amherst, MA 01003
(413) 545-0005

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: MASSACHUSETTS COMPREHENSIVE MUNICIPAL MANAGEMENT TRAINING PROGRAM

Year Initiated: 1976 Year Completed: Ongoing

Problem: Municipal managers rarely have access to training opportunities that are extensive or relevant to their needs so that a significant impact can be made.

Training Objective(s):

1. Increase general management capability and performance,
2. Improve specific management procedures,
3. Help develop municipalities' capacity for continued training, and
4. Encourage inter- and intra-municipality cooperation.

Audience:

1. Top level elected and appointed municipal officials,
2. Supervisory/general foremen, and
3. Clerical.

Content: All three programs, lasting approximately 100 hours, 60 hours, and 40 hours respectively, have combinations of subjects in general management, functional management, and personal management. Examples of these include: General Management - Organizational Human Behavior, Decision Making and Management by Objectives; Functional Management - Personnel, Labor Relations, Grantsmanship, and Finance/Budgeting; Personal Management - Interpersonal Relations and Communications, Management Stress, Time Management, and Staff Development.

Steps in Developing and Implementing the Program:

(1) Identify a community grouping whose top officials will actively support the program; (2) work with liaisons in the communities to identify appropriate participants, topic areas, and special needs; (3) develop and/or identify local training resources where possible; (4) monitor program closely, working with the community liaisons and modifying sessions as appropriate; (5) supervise, along with the liaisons, the development and presentation of participant management projects; and (6) evaluate program including a postevaluation three to four months after program completion.

Results: Programs have been offered in every major metropolitan area in the state and are now being recycled for the second and third time. Overall design appears most effective in those communities where there is a well developed personnel function and where there is strong, visible top management support.

Source of Funds:

Intergovernmental Personnel Act, community contributions, and state funds.

Publication(s):

There is a publication program reported on under a separate title.

Source of Further Information:

David A. George
Institute for Governmental Services
University of Massachusetts
Middlesex House
Amherst, MA 01003
(413) 545-0003

TWO YEARS OF EXTENSION WORK WITH FAPRS IN MASSACHUSETTS - A SYNOPSIS

In recent years many Cooperative Extension Service staff involved in community and rural development programs were overwhelmed by the volume of information about federal programs. Many of us simply decided not to deal with that dimension of community development information. The introduction of FAPRS in the spring of 1976 provided a tool that made it possible to inform community leaders about federal programs and about the federal granting system and yet not get bogged down in a morass of detail about any single program.

FAPRS searches have been available in Massachusetts since March 1976. It soon became apparent, however, that many of the local people using FAPRS knew almost nothing about the federal granting system. Many had never heard of the Catalog of Federal Domestic Assistance, the source book to which FAPRS searchers refer.

This gap in information affected both the way in which we made FAPRS available and the material we developed on the federal granting system. We decided to charge a modest fee for each search in order to eliminate users who were not serious or who were merely fascinated with computer gimmickry. We also decided to deal with users on a primarily mailed-request basis. This permitted us to respond to FAPRS requests as a normal part of office routine. Current turnaround time is one to two days.

In order to publicize FAPRS, to inform the user about the federal granting system, and to provide assistance in giving access to the federal system we have produced the following publications:

1. Looking for Federal Dollars?
   A general descriptive brochure about the federal granting system Extension program in Massachusetts;

2. FAPRS
   Describes the Federal Assistance Programs Retrieval System (FAPRS) and includes a search request form;

3. FAPRS Referral #1 - Where to Find the Feds
   An address and telephone directory for federal government agency offices with jurisdiction for Massachusetts;

4. FAPRS Referral #2 - A-95 In Review
   An explanation of the A-95 review process (OMB Circular A-95), directory of contacts in Massachusetts, and listing of federal programs covered by A-95 requirements;

5. The Federal Granting System - A Guide For Local Government in Massachusetts
   The 56-page book is both a "how-to" guide and a comprehensive directory of practically everyone and everything relative to federal grants in Massachusetts.

During the period March 1976 to June 1978, almost 600 searches were provided for requestors. Over 1/3 (38%) of the local municipalities in the state made requests. Almost 1/2 (46%) of the communities which used FAPRS once initiated additional requests at a later time. We view this heavy repeated use as a strong affirmation of the usefulness of FAPRS and of our whole program on the federal granting system.

Of the communities using FAPRS 45% have a population of under 10,000 and fully 55% are communities without paid professional community executives - they are volunteer led communities. Although most search requests come from representatives of official units of governments such as planning boards, selectmen, town managers and school committees, 21% of the searches were requested by private nonprofit groups.

Results of a spring 1978 survey of a sample of users indicates the following:

- FAPRS is as important in confirming that all suspected federal sources have been identified as it is in identifying new sources of assistance;
- 37% of respondents indicated that formal applications resulted from FAPRS searches;
- 7% of respondents indicated that they had already received federal commitments of assistance at the time of the survey amounting to approximately $486,500;
- 86% of respondents indicated the search was worth the nominal fee.

Because of the intermediary role of congressional delegates in the grants system, several Massachusetts delegates offices distribute our Extension literature on both FAPRS and the federal granting system.

There is much yet to be done with this program and with the many other programs that have grown out of it. It has so far led to increased efforts of the Massachusetts Cooperative Extension to deal with the bread and butter issues of local government finances.

Source of Further Information:

George McDowell
Food and Resource Economics
312 Draper Hall
University of Massachusetts
Amherst, MA 01002
(413) 545-2496

VI. LOCAL GOVERNMENT PROGRAMS

NEW HAMPSHIRE

Problem Areas and Present Programs

Duties and Responsibilities of Town Officials - publication.

Solid Waste Management - seminars, workshops, and publications.

Raising Competency Levels of Local Officials - progress in selected towns, particularly those not participating with the Regional Planning Offices.

Growth Management - seminars and publication (tied somewhat to food policy efforts).

FAPRS - available in cooperation with Governor's office.

Food Policy (consumer needs, land use, and related issues) - publications, film (Farming and The Land), seminars and workshops.

Housing - HUD Block Grants and New England Nonprofit Housing.

Past Programs (1970 - 1977)

Legal Responsibilities - seminars for Town Planning Board members.

Organization of Conservation Commission.

Organization of regional planning agencies.

Organization of town "sounding boards" for comprehensive planning.

Organization of town planning boards.

Current use assessment.

VII. BUREAU OF GOVERNMENT RESEARCH

and

DEPARTMENT OF GOVERNMENT SERVICES

RUTGERS UNIVERSITY
THE STATE UNIVERSITY OF NEW JERSEY

The Bureau of Government Research (BGR) was established in 1950 to provide training, research, and public service for the state and the local governments of New Jersey. The bureau is a department within Rutgers College, one of the undergraduate colleges of the university. In 1959, the Department of Government Services (DGS) was established as a unit of the Division of Continuing Education to assist the bureau in its training responsibilities. Although the BGR and DGS are separate administrative units, reporting to different deans, they are housed in the same office, share all facilities, and function essentially as a single unit.

Training

The DGS conducts about 150 training activities annually, including courses ranging in length from 12 to 90 contact hours and conferences of from one to five days. Major areas of instruction are financial management, assessment and collection of property taxes, general administration, planning and zoning, housing and urban development, code enforcement, management, public safety, and public policy. All programs are noncredit and are offered throughout the state using university and college classrooms, public schools, municipal buildings, and other public facilities. While most programs are run on an open-enrollment basis, the DGS on occasion has prepared package-plan training courses for specific local government or state government departments. Regular university faculty are used rarely, with most instructors coming from among practitioners in the field. Instructor-training programs are offered for these persons. Where appropriate study materials are not readily available, the DGS has prepared some in recent years including manuals for municipal clerks, tax collectors, budget officers, finance officers, zoning board members, and members of municipal governing bodies. Although subsidized to some extent in earlier years through federal grants and state appropriations, the DGS is now moving toward a completely self-supporting status. The staff includes five full-time faculty members and four secretaries.

Research

Research on problems of state and local government is conducted by the Bureau of Government Research; it utilizes university funds, as well as grants and contracts where available. In recent years, much of the bureau's research has been published by other agencies, including a study of Forms of Municipal Government in New Jersey, published by the New Jersey County and Municipal Government Study Commission (1979); County Governing Bodies in New Jersey, published by the Rutgers University Press (1975); New Jersey County Colleges and Local Government, published by the Commission to Study the Mission, Financing, and Governance of the County Colleges (1979); and various studies of public school finance, published by the New Jersey Legislature (1974-1978). The BGR annually compiles and publishes a Legislative District Data Book, which contains statistical and directory data for the state's municipalities on a state legislative-district basis. The bureau has a full-time faculty of three persons and one secretary.

Public Service

Both the BGR and DGS faculty members provide a variety of public service assistance to state agencies and local governments. In recent years, direct assistance to the Legislature has become more important, with one faculty member serving for four years as secretary of a legislative committee responsible for revising and monitoring public school finance legislation. Assistance is provided to municipal charter study commissions, consolidation commissions, and civic groups concerned with local government activities. Technical assistance has also been provided for the State Department of Health, the New Jersey Historical Commission, and various study commissions.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: ARSON AND FIRE INVESTIGATION CONFERENCE

Year Initiated: 1964 Year Completed: Ongoing

Problem: The unchecked increase of arson for fraud coupled with the lack of adequate personnel training created a serious threat to law enforcement. In 1976 in the United States 144,100 fires were set causing 11,800 deaths and $633,900,000 in damage and loss.

Training Objective(s):

To illustrate and develop the skills of fire, police, and other personnel involved in the highly specialized field of arson investigation.

Audience: Fire, law enforcement, insurance, and private sector industrial safety personnel.

Content: The conference is a one-week residential program consisting of a series of lectures using expertise from around the United States. Major topics covered are: Responsibilities of the Firefighter; Responsibilities and Duties of the Arson Investigator; Determining the Point of Origin, Incendiary or Accidental; Techniques of Interrogation; Psychological Motives of a Fire Setter; The Use of Photography In Investigation: Arson and Electrical Fires; Investigative Approaches to the Fire Scene; The Laboratory and the Arson Investigator; Explosives and Explosive Devices; Recognition, Collection, and Preservation of Evidence; Arson Motives Other Than Fraud; The Art of Communicating; The Insurance Arson Investigator; The Insurance Defense Attorney and the Suspected Arson Fire; Pathology - Its Role in Arson Investigation; Automobile Arson and Juvenile Fire Setters.

Steps in Developing and Implementing the Program:

The growing problem created a need. Fire and police personnel were brought together to form a planning committee. Topics were selected as essential to basic investigative techniques and persons possessing or needing that expertise were invited to participate. The Department of Government Service staff coordinated the entire program from planning through development to implementation. The conference attendees return a questionnaire which is used to evaluate and plan for programs the following year.

Results: Over 2400 trained arson investigators completed the program. Other institutions have initiated similar programs using our model. Evening programs for volunteers have been developed as a direct result of this program.

Sponsoring Organization(s):

Department of Government Service, Division of Continuing Education, Bureau of Government Research, Rutgers College, New Jersey; International Association of Arson Investigators; NJ State Police; and NJ State League of Municipalities.

Source of Funds:

100% self-supporting; tuition income provides all conference expenses, including Department of Government Service staff time.

Publication(s):

Proceedings of the 1968 conference were published. In 1975 NBC News filmed a program for a special documentary aired that year.

Source of Further Information:

William G. Rae, Chairperson
Department of Government Service
Rutgers University
Division of Continuing Education
Building 4053, Kilmer Campus
New Brunswick, New Jersey 08903

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: MUNICIPAL CLERKS' CERTIFICATION PROGRAM, RUTGERS, THE STATE UNIVERSITY OF NEW JERSEY

Year Initiated: 1977 Year completed: Ongoing

Problem: The office of the Municipal clerk is basic to all New Jersey local governments. However, the basic duties that clerks perform and their responsibilities tend to expand from a narrow common base to encompass many other specialities; the duties of individual clerks, therefore vary, and it is difficult to define precisely the range of clerks' functions.

Training Objective(s):

To develop a series of courses which would cover the broadest range of basic roles which municipal clerks play. The successful completion of the courses, along with additional requirements of citizenship, formal education, and a five-year minimum period in office leads to certification by the university as a Registered New Jersey Municipal Clerk or an Associate Registered New Jersey Municipal Clerk.

Audience: Municipal clerks, deputy municipal clerks, and assistant municipal clerks.

Content: The total of five courses covers introduction to municipal government, statutory and nonstatutory duties of the clerk's office, financial duties, Public Contracts Law, Optional Municipal Charter Law, voter registration, petitions and referenda, records management, office systems operations, the State's role in supervision and assistance in fiscal administration, municipal budgeting, budget execution, and new budget techniques. Course titles are: Introduction to the Duties of the Municipal Clerk, Advanced Duties of the Municipal Clerk, Local Election Administration, Municipal Finance Administration, the Municipal Budget Process, and Municipal Records Systems and Management.

Steps in Developing and Implementing the Program:

1. The leadership of the Municipal Clerks Association proposed that the Department of Government Services consider an affiliation with the International Institute of Municipal Clerks Certified Municipal Clerks Program.

2. A planning committee was formed, composed of the leadership of the Clerks Association, their Education Committee, representatives from the New Jersey State League of Municipalities, and faculty of the Department of Government Services.

3. The committee agreed to defer affiliation with the IIMC and to work ahead on the certification program at the University.

4. Since most of the programs were already operational, the major decision revolved around the package of programs needed to complete the educational requirement.

5. The tentative certification was reviewed by the various clerks' associations in each county, and an explanation and discussion was developed at the statewide meeting of the Clerks Association, held as part of the New Jersey State League of Municipalities annual conference in Atlantic City.

Results: Sixty Registered New Jersey Municipal Clerks, five Associate Registered New Jersey Municipal Clerks.

Sponsoring Organization(s):

Department of Government Services, New Jersey Municipal Clerks Association.

Source of Funds:

Individual course tuitions, which may or may not be paid by the municipality, depending upon individual policies.

Publication(s):

Duties of the Municipal Clerk in New Jersey.

Source of Further Information:

Raymond D. Bodnar,
Professor and Extension Specialist
Department of Government Services
Building 4053, Kilmer Campus
Rutgers University
New Brunswick, NJ 08903
(201) 932-3640

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: COURSES IN FINANCIAL MANAGEMENT (A series of eight courses), 220 hours

Year Initiated: 1951 **Year Completed:** Ongoing*

Problem: New Jersey has stringent legal requirements regarding the role of local government officials and their responsibilities in carrying out daily operations and procedures in fiscal management.

Training Objective(s):

To train and prepare municipal and county finance personnel in sound financial management practices according to New Jersey State Statute in the areas of Finance Administration and to train personnel in Budget Process and Preparation; Municipal Current,Capital Trust, and Utility Fund Accounting; and Purchasing Practices and Principles. Five of the courses are required by statute for the designation "Certified Municipal Finance Officer."

Audience: Municipal finance officers, directors of finance, comptrollers, treasurers, clerks, purchasing agents, managers and administrators, registered municipal accountants, auditors, financial analysts, mayors, and governing body officials.

Content: The program includes eight courses: Municipal Finance Administration, The Municipal Budget Process, Municipal Capital and Trust Fund Accounting, Municipal Current Fund Accounting, Municipal Utility Fund Accounting, Principles of Financial Management, Principles of Public Purchasing I, and Principles of Public Purchasing II. The courses promote a foundation in New Jersey local government fiscal affairs including the full budget cycle, principles and theory of municipal accounting in New Jersey as it pertains to current, capital, trust, and utility funds, review and use of all financial documents, capital budgeting, financial organization and reporting, planning, debt, pension, investment and insurance management and administration, collective bargaining, establishment of a purchasing agency, encumbering, specification writing, and in the local public contracts law.

Steps in Developing and Implementing Program:

1. A Planning Committee is formed from the Division of Local Government Services, New Jersey Department of Community Affairs; principal practitioners; former and current instructors; and the Education Committee of the Municipal Finance Officers Association of New Jersey.
2. Course content and study materials are reviewed annually for each course.

3. Instructors are chosen for their recognized expertise.

4. Some of the instructors are involved in authoring publications. 4a. New instructors are enrolled in an annual Instructor's Training Program or requested to team teach with a veteran instructor.

5. Locations are selected throughout the state and courses are run sequentially.

6. Marketing of program and registration occurs twice a year. (Approximately 550 students enroll in 40 courses annually.)

7. Each course in the program is evaluated after each offering.

8. Suggestions are taken from questionnaires to improve and update courses annually.

Results: Approximately 131 municipal finance directors, comptrollers or treasurers have received the designation of Certified Municipal Finance Officer since 1972. Demand for certification has resulted in tripling of course offerings since 1974. Forty courses are now offered annually. Increased competency of students and comprehensive knowledge of state statute and sound financial practices has been the main educational outcome of this program.

Sponsoring Organization(s):

Division of Local Government Services, New Jersey Department of Community Affairs; Municipal Finance Officers Association of New Jersey Registered Municipal Accountants Association of New Jersey; New Jersey State League of Municipalities; and Governmental Purchasing Association of New Jersey.

Source of Funds:

100% self-supporting; tuition income provides all program expenses, including all Department of Government Services faculty and staff time.

Publication(s):

Dunham, W., editor. Municipal Finance Administration in New Jersey. 1975 (under revision).

Alexander, James, Jr. Municipal Budget Process. 1978 (under revision).

Composite Author. Municipal Current Fund Accounting. 1979 draft form.

Various state forms, documents, and manuals prepared by the Division of Local Government Services, New Jersey Department of Community Affairs.

Source of Further Information:

Joyce Fedak,
Assistant Professor and Extension Specialist
Department of Government Services
Building 4053, Kilmer Campus
Rutgers University
New Brunswick, N.J. 08903

Other Information:

*Courses are continually being revised. Last course initiated 1978 - Principles of Public Purchasing II.

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: CODE ENFORCEMENT - UNIFORM CONSTRUCTION CODE - State Approved Courses

Year Initiated: 1978 Year Completed: Ongoing

Problem: High construction costs coupled with a multitude of building codes throughout New Jersey prompted the adoption of a series of statewide model codes. The adoption of Uniform Construction Code Act also required 12 mandated training programs in the areas of building, plumbing, fire, and electrical.

Training Objective(s):

To develop for approval by the state courses for code enforcement officials who are not able to meet the educational requirements for the various code enforcement licenses, wish to upgrade their licenses, or who must remove provisional designations.

Audience: Building inspectors, fire protection inspectors, plumbing inspectors, and electrical inspectors.

Content: Twelve courses required - 10 technical plus 2 administrative: building inspector - RCS, ICS, HHS - three separate programs totaling 195 contact hours (curriculum begins with residential inspection and ends with high rise hazardous construction); fire protection inspector - RCS, ICS, HHS - three separate programs totaling 165 contact hours; electric inspector - ICS, HHS - two courses totaling 90 hours; plumbing inspector - ICS, HHS - two courses totaling 120 hours. The two administrative programs are 45 contact hours each and are required for all of the above inspectors.

Steps in Developing and Implementing Program:

Persons representing each code enforcement area were consulted. Program content was detailed in state law. Contact hours per subject area were assigned and submitted to the State for official approval. Once approved, course sections were scheduled throughout state.

Results: Over 200 students to date have completed successfully one or more of the required courses and are eligible for licensing under new state law.

Sponsoring Organization(s):

Department of Government Services, Division of Continuing Education;
Bureau of Government Research, Rutgers College; and
New Jersey State Department of Community Affairs.

Source of Funds:

100% self-supporting; tuition income provides all program expenses including Department of Government Services staff time.

Publication(s):

Several model code texts (nothing developed by this department).

Source of Further Information:

William G. Rae, Chairperson
Department of Government Services
Rutgers University
Division of Continuing Education
Building 4053, Kilmer Campus
New Brunswick, NJ 08903

VIII. CORNELL LOCAL GOVERNMENT PROGRAM

NEW YORK

Cornell University's involvement in extension education for local government officials has evolved over a number of decades. Initial activity can be traced back at least to the 1930s. Over the years, faculty members from such diverse fields as political science, labor relations, civil engineering, agricultural economics, rural sociology, natural resources, law, city and regional planning, and public administration have participated. Much of this involvement has been the result of individual faculty members pursuing their particular interests in their own ways as opportunities have arisen - opportunities to work with certain state municipal associations, to obtain certain state and federal grants, to respond to requests from county extension agents and local officials, and to provide information that clearly is needed by local officials as the result of legislative changes. In 1972 the first of a number of sizable grants under the federal Intergovernmental Personnel Act of 1970 provided the resources for the creation of numerous new training and reference materials. In an effort to expose local government officials to the resources that are relevant to them and to provide more coordination among Cornell faculty members, those involved with the initial IPA grant labeled this new effort the Cornell Local Government Program and created the position of Director and other staff positions. In 1979 the position of Director was changed to that of Coordinator in another attempt to emphasize the coordination of campus and other resources.

Since 1972 the staff members of the Local Government Program have created numerous local government educational materials. Throughout most of this period, the permanent staff has consisted of a director, an associate director, and a secretary. Graduate students and other persons have provided substantial temporary and part-time assistance. The materials created have been primarily aimed at local legislators of city, town, village, and county governments and managerial and supervisory personnel in these governments.[1] The two basic types of materials generated have been reference books and instructors' manuals.

The emphasis on instructors' manuals stems primarily from training surveys undertaken in 1972. The surveys indicated that to minimize the time and expense involved, local officials wished to have training provided at locations close to their jurisdictions. In trying to respond to this preference, Cornell faculty members decided to create instructors' manuals and to recruit and train persons throughout the state in their use.

Although people of various occupations initially participated in the training-of-trainers sessions, it was soon evident that those most likely to make a long-term commitment to local training were county-based Cooperative Extension agents. It appears that even with the instructors' manuals the non-extension trainers soon found that being a local trainer demanded considerably more time than they could commit or perhaps were willing to commit. On the other hand, the extension agents were already working as educators, and a number of them were interested in local government and in improving their links with those persons who provide a portion of county extension funds, namely, members of county governing bodies.

---

[1] See Appendix A for a complete listing of these

Since the initial training of trainers sessions, there has been slow but fairly constant growth in the number of county Cooperative Extension Associations using Local Government Program material in some way. These local organizations have substantial autonomy in deciding what educational programs to offer, and most of them initially felt uneasy about working with local government officials. Therefore, Cornell faculty persons and the five Cornell Regional Community Resource Development specialists have had to labor diligently to secure involvement by county agents and to provide inservice training to equip them to serve as local government trainers. Approximately 30 of the state's 57 county associations are now using Local Government Program material in some way.

County Cooperative Extension agents also have a voice in defining activities at Cornell. The county Community Resource Development (CRD) agents in each CRD district participate in a regional CRD committee. Among other things, these committees formulate recommendations concerning local government extension education for consideration by the Local Government Committee, which consists of Cornell persons and county agent representatives from the five regional CRD committees. The Local Government Committee meets twice yearly. Besides being a vehicle for field communications to college staff, it also provides college staff members with a sounding board for their proposals and opportunities to communicate back to the regional CRD committees through the regional representatives.

Although the Cornell Local Government Program has only two permanent professional positions, involvement of university-based personnel in those activities labeled Cornell Local Government Program is substantially broader than that. Review of the activities of just the past year indicates direct program involvement by a Cornell Law School professor, four third-year law students, a professor in the Department of City and Regional Planning, a professor of political science in the Department of Consumer Economics and Housing, a professor in the Department of Rural Sociology, an extension associate in the Department of Agricultural Economics, a graduate student from the School of Business and Public Administration, and another person with a recent degree from that school.

The Cornell Local Government Program attempts to maintain working relationships with a number of state municipal associations to facilitate its educational objectives and to increase its visibility and legitimacy; these efforts have met with varying degrees of success. One such association depends upon Cornell each year for assistance with the program for its annual school. Another was once a willing cooperator, but its interest has declined as it has attempted to substantially increase its own capability to serve its clientele. Others have viewed the program as a competitor since its inception and have done little or nothing in the way of cooperation.

In addition to those activities that are the direct responsibility of the Cornell Local Government Program, there are a number of other local government extension activities at Cornell. These include the Local Government Youth Intern Program coordinated by a staff member of the Department of Human Development and Family Studies; the School for Town Highway Superintendents and the Public Works School (for city and village personnel) coordinated by a member of the Agricultural Engineering Department; training for personnel of county social services departments offered under the supervision of a member of the Department of Community Service Education; training in public collective bargaining and contract administration coordinated by a member of the Extension Division of the School of Industrial and Labor Relations and offered through the ILR District offices; and informational pamphlets for local officials on implementation of the State Environmental Quality Review Act created by the Cornell Center for Environmental Research.

APPENDIX A

REFERENCE MATERIALS

Legislative Reference Guides

1. County
2. Town
3. City
4. Village

Language and interpretation in Public Employee Collective Bargaining Agreements: Examples and Illustrations

A Guide to Intergovernmental Cooperation
A Home-Study Course in Municipal Budgeting for Legislators
A Home-Study Course in Municipal Budgeting for Administrative Officials
Local Government and the Media
Local Planning and Zoning Reference Materials

INSTRUCTORS' MANUALS

Legislative Powers and Duties
Advanced Training Course for Local Legislatures
Local Government Capital Budgeting and Financial Planning
Planning Boards and Zoning Boards of Appeals

Management Training Courses:

1. Effective Supervision of Local Government,
2. Decision Making and Problem Solving,
3. Communication and Management,
4. Labor Relations and Contract Administration.

The Orientation of Employees Who Face the Public
Local Government and the Media: Seminar Guide
A Training Course for Soil and Water Conservation District Directors
Lecture Guide for a Public Meeting on Taxation and Assessment
Discussion Leader's Guide on Taxation and Assessment for Local Government Officials
Shibboleths - True or False?

Packet of materials including introductory leaflet and four background discussion pamphlets on:

- Restructing Local Government... Is Bigger Better?
- Community Government Programs and Their Financing... Is Local Control a Fantasy?
- Growth... What Is It and Can It Be Managed?
- Information for Local Action: Is It Beyond a Layman's Grasp?

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: DEVELOPMENT AND DISTRIBUTION OF LEGISLATIVE GUIDES FOR LOCAL GOVERNING BOARD MEMBERS AND POWERS AND DUTIES TRAINING FOR LOCAL GOVERNING BOARD MEMBERS

Year Initiated: 1972 Year Completed: Ongoing

Problem: Most persons elected to local governing boards for the first time have sketchy knowledge of their powers and duties, relevant laws, important procedures, and ways of approaching and resolving public problems. Even more experienced persons have difficulty identifying legal provisions relevant to particular local government situations.

Training Objective(s):

1. To provide members of village, town, county, and city governing boards with reference manuals to help them fulfill their responsibilities more effectively; and

2. To provide these same officials with training in the use of the manuals and on other topics relating to their effective performance.

Audience: Members of governing boards of cities, counties, towns, and villages. New York State has 62 cities, 930 towns, 550 villages, and 57 counties.

Content: 1. Four legislative guides have been created, one each for county, city, town, and village governments. Most of the contents of these guides is drawn from relevant New York State laws, but is written in layman's language. Each guide covers such things as governing board powers and duties; powers and duties of other officials; real property taxation and equalization procedures; other important procedures, such as the holding of referenda and compliance with the open meetings law; relations with employees; types of local legislation; and functions typically performed by the particular type of government of concern. Each guide has a detailed index.

2. An instructor's guide entitled Legislative Powers and Duties was created and later revised. It provides lecture material, class exercises, and all necessary handouts for four two-hour training sessions. The manual covers the content and use of the legislative guides, ways of approaching and resolving public problems, and how and where to obtain information from others.

Steps in Developing and Implementing the Program:

1. Initial development and printing of legislative guides and instructors' manuals;

2. Initial recruiting and training of instructors from across the state;

3. Initial training sessions at numerous locations around the state with instructors using instructors' manuals and legislative guides;

4. Promotion of legislative guides among local government officials who have not attended training sessions;

5. Ongoing activities:

- Revision of and additions to instructor's manual;
- Updating of legislative guides to take account of changes in state legislation and other developments;
- Recruiting and training of instructors; and
- Repetition of training sessions, usually soon after the holding of town, city, and county elections in the fall of "off-years".

Results: In the first round of training, sessions were held in over 50 of the state's 57 counties. The next round of training covered far fewer counties, apparently because so many of the trainers dropped out. Those who remained were primarily Cooperative Extension agents. Since then, efforts to recruit and train instructors has focused almost entirely on Cooperative Extension agents. Around 30 county Cooperative Extension Associations now offer the training sessions on a regular basis after town, county, and city elections. Since village elections are held in the spring and it has proven difficult to gain participation from local officials once they have been in office some months, this audience is still largely untouched. Perhaps 4,000-5,000 legislative guides have been distributed to participants in the training sessions and to other local officials. The instructor's manual has been revised once. A supplement to the legislative guides was produced in 1978, and a comprehensive updating of them was begun in January 1979.

Sponsoring Organization(s):

Cornell Local Government Program with some cooperation from state municipal associations and numerous county Cooperative Extension Associations.

Source of Funds:

Cornell University and the federal Intergovernmental Personnel Act of 1970 administered by the N.Y.S. Department of State.

Publication(s):

Legislative Powers and Duties (instructors' manual), Karen Busch. and Carolyn Ellis, 1973.

Legislative Powers and Duties (instructors' manual), Clark Hamlin, 1977.

County Legislative Guide, 1975 with 1978 supplement.

Town Legislative Guide, 1975 with 1978 supplement.

City Legislative Guide, 1974 with 1978 supplement.

Village Legislative Guide, 1975 with 1978 supplement.

Source of Further Information:

Duane Wilcox
Coordinator, Local Government Program
200 ILR Extension Building
Cornell University
Ithaca, New York 14853

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: FINANCIAL MANAGEMENT TRAINING FOR OFFICIALS OF SMALL LOCAL GOVERNMENTS

Year Initiated: 1978 Year Completed: Ongoing

Problem: Like large local governments, small local governments are increasingly being caught in the financial squeeze resulting from such factors as high rates of inflation, state and federally mandated programs, employee demands for more pay and better benefits, and public resistance to tax increases.

Training Objective(s):

To improve the financial management practices of officials of small local governments.

Audience: Elected and appointed officials of small towns and villages. The training needs survey (see paragraph immediately below) included towns and villages with populations of 25,000 or less, but more than 90 percent of these units had less than 10,000 population in 1970. The 1980 Census will probably show that more than 80 percent of New York State's cities, towns, and villages have less than 10,000 population.

Content: A mail questionnaire survey of town and village officials in a ten-county area and follow-up interviews with approximately half of the respondents resulted in a list of highly-rated training needs. Most of these can be viewed as different aspects of three general training topics, namely:

- Municipal insurance,
- Securing and using state and federal funds,
- Techniques for improving budgetary decisions.

Other highly-rated training needs were the following:

- New state-required double-entry and fixed-asset accounting systems,
- Making better use of state auditors and audits,
- Ways of cooperating with other local governments on financial matters.

On the basis of information from the mail questionnaires and the follow-up interviews on current financial management practices, the project staff identified other training needs. These were the following:

- Cash management practices,
- Debt policy and practices,
- Leasing and renting as alternatives to purchasing,

- Use of computers in financial management,
- Locally initiated annual audits (as opposed to mandatory state audits at three-year intervals),
- Negotiating formal agreements with other local governments for sharing of equipment, facilities, manpower, etc.

Steps in Developing and Implementing the Program:

1. Identification of financial management training needs of officials of small local governments through mail questionnaires and follow-up interviews and evaluation of resulting information;

2. Identification of existing reference and training material relevant to identified needs;

3. Recruiting of instructors and holding of pilot training sessions to test existing teaching materials and as the first step in the creation of new ones;

4. Creation of new or adapted material based upon instructors' presentations to pilot sessions and interaction between participants and between them and instructors;

5. Additional pilot sessions as necessary for further testing of new or revised material;

6. Completion of material;

7. Promotion of (a) use of teaching materials by locally-based instructors in various locations around the state, and (b) distribution of reference materials to local officials, both through network of instructors and directly to the clientele.

Results: Two series of pilot training sessions have been held thus far. These have been entitled:

- Risk Management for Small Local Governments,
- Financial Analysis of Proposed Projects in Small Local Governments.

Each of these series consisted of three sessions spread over a number of weeks. The lengthy intervals between sessions were meant to allow sufficient time for participants to implement or practice implementation of new practices explained to them at the training sessions; this is a key aspect of the project. In neither case did the participants complete all the homework assigned, but enough was done with enough enthusiasm to justify continued experimentation with this approach. The instructor and the project director are now working on reference and teaching materials based on these pilot sessions. In addition, the project director has identified training material developed by others relating to the following topics:

- Cash management procedures,
- Debt policy and management procedures,
- Use of computers in local governments,
- Capital programming,
- Grantsmanship.

The project director has also obtained a copy of the collection of abstracts entitled *State and Municipal Government Finance and Financial Management* put out by the Smithsonian Science Information Exchange, Inc. A cursory review indicates that a number of the abstracts summarize additional relevant material.

Sponsoring Organization(s):

Cornell Local Government Program

Source of Funds:

Cornell University and the Federal Intergovernmental Personnel Act of 1970 administered by the N.Y.S. Department of State.

Publication(s):

Managing Money in Small Local Governments - A Study of Financial Management Practices and Training Needs in Central New York, Nancy Gallant, John Lemley, and Duane Wilcox, 1978.

Summary Report: Financial Management Training Needs of Small Local Governments in Central New York, Duane Wilcox, 1978.

Source of Further Information:

Duane Wilcox
Coordinator, Local Government Program
200 ILR Extension Building
Cornell University
Ithaca, N.Y. 14853

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: LOCAL GOVERNMENT INTERN PROGRAM (title varies within individual counties).

Year Initiated: 1975 Year completed: Ongoing

Problem: Local government is probably the least understood area of government. Despite the direct, immediate, and growing influence of local government on people's daily lives, schools emphasize larger units of government.

Training Objective(s):

To prepare adults to serve as facilitators of intern programs; to provide youth with information and experiences that will increase their abilities as citizens; to expose school personnel to experiential education; to provide government officials with positive interaction with youth.

Audience: Primary - high school youth; secondary - agents, teachers, and government officials.

Content: The best learning experience results from the close interaction between the intern and legislator or other government officials (usually) during a period of eight to twelve weeks. The intern attends full sessions and committee meetings. A regular seminar, which often includes guest speakers, provides the youth with in-depth information on the structure and function of government and allows youth to share and discuss their experiences. In most cases, interns are required to undertake projects of value to their legislators, keep a personal journal, report back to their schools, and tour government facilities. School credit is normally given for the internship.

Steps in Developing and Implementing the Program:

1. Interested individuals discuss the program,
2. A steering committee is formed, usually composed of legislators, teachers, youth, Cooperative Extension personnel, and civic organization members,
3. The level of government (county, town, village, etc.) is decided upon and formal approval given by that body,
4. A part-time coordinator is chosen,
5. Funding (if needed) is secured,
6. High schools are enrolled in the program and assigned a number of program "slots", then release time, credit, etc. is arranged,
7. Interns are selected and assigned to volunteer legislators,
8. Orientation sessions are held for interns, teachers, parents, and legislators, and
9. The program begins, is evaluated, and expands in the next semester.

Results: The original pilot program in 1975 has resulted in active programs in fourteen counties in 1979. All programs report excellent results from the viewpoint of all concerned. Some counties report improved relationship between participating local governments and the sponsoring organization.

Sponsoring Organization(s):

Cooperative Extension has 12 programs, a youth bureau has one, and a school district has one.

Source of Funds:

Local government, Cooperative Extension, the New York State Division for Youth, civic organizations, 4-H Community Development (start-up).

Publication(s):

High School Interns in Local Government, Barbara M. Sagan, 1977.

What Every Citizen Should Know: A Guide to Local Government, Marilyn Rothstein, 1977.

There are also a large number of pamphlets and magazine, newspaper, and newsletter articles.

Source of Further Information:

Herbert J. Engman
4-H Community Development
G-28 Martha Van Rensselaer Hall
Cornell University
Ithaca, NY 14853
(607) 256-7735

Other Information:

Many counties have established their own variations of the intern program based on local needs and desires. In a couple of counties, youth intern with official boards or committees rather than with individuals. Counties also develop their own materials, audio visuals, and training. These activities are strongly encouraged.

IX. EDUCATIONAL EFFORTS RELATED TO LOCAL GOVERNMENT
COOPERATIVE EXTENSION SERVICE,
THE PENNSYLVANIA STATE UNIVERSITY

OVERVIEW

In response to the increased interest in agricultural adjustments and rural development, the Pennsylvania Cooperative Extension Service began to increase its county and state specialist staffs and broaden its program base in the early 1950s. Those involved in the new effort provide training and information to local government officials and to a lesser degree to state officials and interested citizens. Their work has involved cooperation with other colleges and departments of the university. It has also included cooperation with state associations of units of local government, agencies of state government, other educational institutions, and with citizen organizations to approach the objective of improved public services in Pennsylvania.

TRAINING PROGRAMS

The Pennsylvania experience has involved the following approaches. Specific training of local government officials has been initiated and conducted at the local level through county and area extension personnel. Training programs for state government agency personnel has been initiated and conducted by extension specialists. The development of materials for program support and resources has, to a considerable degree, involved the efforts of a mix of the extension specialists and the specific talents of county and area extension personnel, state associations of units of local government, and state government agency personnel.

The individual programs have ranged from a broad discussion of the administration and responsibilities of local government to series of meetings on a single subject such as budgeting, land-use planning, and road and street maintenance.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: LOCAL GOVERNMENT WORKSHOP

Year Initiated: 1963 **Year Completed:** Ongoing

Problem: There is about a 30% turnover of local elected officials every 4 years. Sometimes individuals are elected to office with only a limited understanding of the responsibilities they are expected to assume.

Training Objective(s):

To provide elected officials with an opportunity to achieve a greater understanding of the functions of their government and their responsibilities as elected officials.

Audience: Primary - elected and appointed officials; secondary - general public that is interested.

Content: Related correspondence courses, circulars, filmstrips, and slide sets.

Steps in Developing and Implementing the Program:

1. Extension personnel contact a number of elected and appointed officials to determine interest.
2. Extension and committee representing local government meet and plan a program. The program is designed to meet needs of local people. The committee sets the number of meetings, time, and place.
3. Committee members identify personnel (who may be in or out of Extension) to do the teaching and guide the discussion at each meeting.
4. Program is carried out.
5. To an increasing degree, the programs are being evaluated by the participants.

Results: The materials are revised and updated periodically to keep them current. The participants indicate an improvement of their understanding of their local government.

Sponsoring Organization(s):

Extension, Local Government Association, and various civic organizations. These vary with the county and with the specific program.

Source of Funds:

Cooperative Extension and the participants.

Publication(s):

Several related correspondence courses, circulars, filmstrips, and slide sets have been developed to support the effort.

Source of Further Information:

Peter H.B. Norton
Resource Development Specialist
1 Weaver Building
The Pennsylvania State University
University Park, PA 16802
(814) 865-2561

Other Information:

Maximum effort is made to involve local people in planning and conducting the programs.

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: PERSPECTIVES ON LOCAL GOVERNMENT

Year Initiated: 1974 **Year Completed:** Ongoing

Problem: Even though local government has a great influence over the daily lives of the citizens, both youth and the adult population in general lack an understanding of how local government is organized and of its responsibilities and functions. Local government has not provided the information and schools have focused on state and federal governments.

Training Objective(s):

To provide youth with information about and/or opportunity to improve their knowledge and understanding of Pennsylvania local government and to provide opportunity for greater interaction among the youth, school teachers, and local government officials.

Audience: Primary - junior and senior high school students; secondary - teachers and elected and appointed government officials.

Content: Text and narrated filmstrips relating to the Pennsylvania Constitution, the six kinds of local government, and land-use planning provide the basis for 6 to 12 weeks of study. Suggested student activities include attending local government meetings, in-depth study of a local public issue, and reports given to the class.

Steps in Developing and Implementing the Program:

1. Extension personnel contact the social studies teachers, school administrators, and Department of Education regional curriculum personnel to acquaint them with the program.

2. Extension and school teacher(s) plan the unit of study.

3. Extension and/or school teacher contact local government officials to gain their support and involvement.

4. Program is carried out.

Results: The pilot materials and programs initiated in 1974 have been revised; they include a student Handbook, Instructor's Manual, and the filmstrip. Four schools used the pilot materials in 1974-75. Estimates suggest that 36 schools are now using the program.

Sponsoring Organization(s):

Extension, schools, Pennsylvania Department of Education, and the several state associations of units of local government are cooperating and supporting the effort.

Source of Funds:

Cooperative Extension and the participating schools.

Publication(s):

Perspectives on Local Government - Handbook, Peter H.B. Norton, et al, 1976.

Perspectives on Local Government - Instructor's Guide, Peter H.B. Norton, et al, 1976.

There are 10 filmstrips and several circulars that relate and are used as resource supportive material.

Source of Further Information:

Peter H.B. Norton
Resource Development Specialist
1 Weaver Building
The Pennsylvania State University
University Park, PA 16802
(814) 865-2561

Other Information:

Several of the Community Resource Development agents and Community Development Youth agents have been involved in planning and conducting the programs in local schools.

X. PUBLIC POLICY ACTIVITIES

UNIVERSITY OF VERMONT

Extension Service Activities

1. The 34th Annual Town Officers Educational Conferences, sponsored by Extension, are underway in eight locations around the state. Preregistration indicates that approximately 1,100 officers will take part this spring.

2. This year a midwinter Management Seminar for town officers was initiated at two locations. The seminar dealt with a few specific issues in greater depth than is possible at the annual meeting. Attendance at this year's seminar was high and town officers indicated they would like to see this conducted by Extension on a regular basis each year. The next seminar will focus on legal liability of town officers.

3. The Vermont Council of Economic Advisors and the State Planning Office developed, over the last year, an economic development plan for the state. Eleven open meetings sponsored by regional planning commissions have been scheduled to bring in local reaction and further input. The goal is to evaluate the plan in terms of regional needs and priorities. Eventually an overall investment strategy will be conceived to guide state and federal agencies in the allocation and distribution of funds. Extension specialists have been called upon to provide factual material at regional deliberations.

4. Extension continues to sponsor an annual town-report contest, geared to improve the quality of town reports. The combined extension-state evaluation committee has emphasized better and more comparative financial data analysis.

5. Extension is making plans to carry on an educational program with landowners and others explaining use-value assessment of farm and forest properties. H-326 calls for the establishment by the state of use values by February 15 of each year. Qualifying landowners must annually apply in February if the tax bill in the following year is to reflect use value rather than fair market value. Because of the high incidence of nonresident land ownership, innovative methods must be developed to inform landowners of this program.

6. Area Resource Development specialists are currently correcting for omissions the Dun and Bradstreet employment file prepared by the Northeast Center for the New England Region. When corrected, this tape will hopefully be useful in roughly estimating the impact of growth through economic-base analysis.

Experiment Station Activities

1. Analytical work continues in comparing relative property tax burdens of various types of property owners within a community and of communities themselves. An excellent working relationship has been established with the State Division of Property Valuation and Review. Computerized materials are shared for development of educational materials.

2. Fred Schmidt continues his work with the Vermont Community Data Bank (NE-89, Community Structure and Quality of Life: Measurement and Analysis). The program is being expanded as new material is generated.

3. Vermont has contributed to the NE-119 project (Population Migration Patterns in the Northeast) through an analysis of driver license applications. All applicants who previously held an out-of-state license are identified. From these records it is possible to determine both origin and destination by zip code. Vermont will be contributing to the regional survey this summer (1979) to analyze, in depth, population migration patterns. The regional group is also continuing its analysis of the CWHS file to identify interregional population migration.

4. Researchers involved in the NE-100 project (Recreation and Tourism Trends in the Northeast) are currently analyzing trends in travel-generated tax revenue between 1972 and 1977, utilizing data from the U.S. Census Travel Survey and the U.S. Travel Data Center. It is clear from initial analysis that increases in travel between 1972 and 1977 are far fewer in the New England region than increases in other U.S. regions.

Prepared by Malcolm I. Bevins, Associate Resource Economist, University of Vermont, 3/15/79.

COMMUNITY AND RURAL DEVELOPMENT EXTENSION EDUCATION IN VERMONT (CRD)

Broad Objective - Improvement of quality of life in Vermont communities.

Community Goals - Fulfillment of the wants and needs, hopes and aspirations of local residents. This translates into job opportunities, access to community services, and life in a quality social and physical environment.

Requirements for Success - To reach this objective and meet these goals, a community must possess:

a. a viable leadership base,
b. effective local government,
c. governmental knowledge of opportunities and problems associated with development,
d. grantsmanship,
e. business and employment opportunities.

Focus of the CRD Program - three principal areas - town government, economic development, and natural resources management:

Program Thrust	Emphasis
1. Town Government	
Taxation	-- Understanding Tax Burden -- Farm and Forest Tax Stabilization
Management	-- Effective Fiscal Management and Accounting -- Town Reports
Understanding Federal Programs and Opportunities	-- FAPRS Information Retrieval
Community Facilities and Services	-- System Improvement (Water & Sewer)
Attitude Assessment	-- Community Attitude Surveys
Planning and Regulation	-- Plans, By Laws, Ordinances
Human Resource Development	-- Leadership Development -- School Director Training
2. Economic Development	
Economic Base Analysis	-- Understanding Impact of Gaining or Losing Industry -- Planning for Balanced Growth
General Business Management	-- Management and Marketing Techniques for all small businesses

Employment -- Manpower Programs

Recreation and Tourism -- Business Management for Food and Lodging Firms

Supplementary Income -- Small and Part-time Farm Management
-- Crafts Production and Marketing

3. Resource Management

Water Quality -- Clean Water Act
-- Nonpoint Pollution

Environmental Quality -- Resource Inventory
-- Conservation Education

Land Use -- Important Farmlands

Energy -- Wood Energy Fair
-- Home Energy Audit

Specific Programs Developed to Meet These Education Goals

Program	Description	Audience Reached
TOEC - Town Office Educational Conference	Annual Conference - eight locations - emphasis on current policy issues and recent legislation.	In 1978, a total of 944 officers attended these all-day conferences. Selectmen, town and city manager clerks, treasurers, listers, tax collectors, energy coordinators, etc.
On Site Sewage Disposal and Clean Water	A cooperative effort between Extension, Natural Resource Conservation Districts, Agency of Environmental Conservation, and Vermont Health Department to teach proper on-site disposal. Cost reduction compared to development of community wide system, 10 to 1.	Homeowners, landowners, and town officers
Farm and Forest Property Tax Stabilization	Explanation of state legislation and measurement of ultimate financial impact on the community. Development of guidelines for administering the program for specific areas.	Town officers, planning bodies, farmers and landowners.

Program	Description	Audience Reached
Economic Development	Explanation of pros and cons associated with economic development of various types; nontechnical explanation of income and employment multipliers.	Town officers, planning bodies, general public,
BUCKS (Business and Crafts Knowledge Schools)	BUCKS programs have been held in about a dozen locations in Vermont. Each program consists of approximately 15-20 hours of education in business management.	Over 1000 existing and potential small business persons have completed the course.
Food and Lodging Management Education	Last year the emphasis was on sanitary practices in the handling and preparation of food. This year hospitality and image building is the focus with return business and longer stays the ultimate goal.	Employers and employees.

Program Success With Limited Resources

The CRD Program in Vermont has a staff of:

- five full-time area resource development specialists,
- one full-time RCD resource development specialist,
- one full-time agricultural resource development specialist,
- one full-time CRD/Youth specialist,
- one quarter-time extension economist.

The secret to success has been linkage and interface with support units.

CRD and Other Extension:

Involvement of agents and specialists in other areas of Extension - the family life specialist, home economists, the ornamental horticulturalist, the Extension editor, the water resource specialist, etc.

CRD and Research:

The Agricultural Experiment Station has 71 active research projects - nine active projects in rural development. Research results are distributed directly to the CRD staff.

CRD and Teaching

Several courses in resource economics, recreation management, and the environmental program are directed toward CRD work. On-campus teachers share freely with Extension personnel.

CRD and State

A good relationship is maintained with state officials and leaders at the regional level; this continuous contact is maintained through town officer educational conferences and other projects.

CRD and USDA

The State Rural Development Committee brings together federal and state agency heads on a quarterly basis. This parent organization has spawned area development committees which supports close relations among field-level USDA staff and State Agency employees.

The best insight into actual programs can best be illustrated by specific cases. Attached to this report is a case expressed in the words of the CRD Area Specialist involved.

Prepared by:

William A. Shimel	Robert E. Honnold	Malcolm I, Bevins
Director of Extension	Associate Director	Acting Coordinator of CRD Programs

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: TOWN OFFICERS EDUCATION CONFERENCE (TOEC)

Year Initiated: 1945 **Year Completed:** Ongoing

Problem: Town officers are elected at town meeting each year. New town officers - state government officials and Extension and university specialists need training.

Training Objective(s):

1. Legislature update (conference scheduled near completion of session).
2. Compliance with state regulations.

Audience: All town officers; however, newly elected officials comprise a majority.

Content: Topics addressed in morning session are general in interest (all officers together). Topics addressed in the afternoon session are specific to town office groups, broken down into special interest (clerks, treasurers, listers, assessors, tax collectors, energy officers, planners, etc.).

Steps in Developing and Implementing the Program:

Support organizations are contacted by planning committee to determine topic interests. Support organizations include Vermont League of Cities and Towns, Vermont Clerks and Treasurers Association, Vermont Lister's Association, and Vermont Association of Planning and Development Agencies. Both federal and state agencies support the program and make the circuit of eight all-day meetings once a year.

Results: Approximately 1,000 town officers receive training each year. Evaluations indicate strong interest in continuation of program.

Sponsoring Organization(s):

Extension Service, University of Vermont.

Source of Funds:

Smith-Lever USDA.

Publication(s):

Highlights published following conference. Several years ago a Proceedings was published.

Source of Further Information:

Malcolm I. Bevins
Extension Economist
University of Vermont
178 South Prospect Street
Burlington, VT 05401
(802) 656-3036

XI. EXTENSION EDUCATIONAL PROGRAM IN LOCAL GOVERNMENT

WEST VIRGINIA UNIVERSITY

Prepared by Anthony Ferrise
Extension Specialist,
West Virginia University
Morgantown, West Virginia

West Virginia is one of the most rural states in the nation. Local Government in this state consists of 55 county governmental units and 228 incorporated municipalities. The population of the counties range from a low of 4,100 to a high of 230,000. The population of the municipalities range from a low of 82 to a high of 74,000. Over one-half of the municipalities have a population of 1,000 or under. Approximately 50 percent of the people in the state lives in the incorporated municipalities, where there is a structure for the provision of basic governmental services. The other 50 percent lives in unincorporated areas throughout the state, where the structure for the provision of governmental services is either severely limited or nonexistent.

In addition to the previously mentioned general purpose governments, there are 55 county (special purpose) boards of education and over 100 special purpose Public Service Districts which provide water and/or sewerage service primarily in unincorporated areas.

During the 1950s and 1960s the state was faced primarily with the problems of no growth. Beginning with the late 1960s this began to change. Today the state is faced with the problems associated with growth.

Like Extension in a number of smaller states, Extension in West Virginia has a limited amount of staff resources with which to address itself to the importance of educational programs dealing with local government. Its primary program objective is to respond to requests from field staff and local government officials. Among the roles Extension fulfills is:

I. Provides the public with an:

   A. Awareness and understanding of the roles and responsibilities of various elected offices and how they can link up with them to improve their community;

   B. Awareness and understanding of new legislation affecting the growth and development of their community;

   C. Awareness and understanding of concepts and procedures of citizen involvement in government.

II. Works with elected and appointed officials, commissions, boards, councils, authorities, etc. to provide:

   A. Policy/planning information that contains studies of issues related to the formulation or modification of government policy. An example of this might be an overall assessment of land-use and growth issues as suggested in our joint Ford Foundation Proposal. Another example would be the development and distribution of our publication entitled Questions and Answers on Regional Planning and Development, which was used by elected officials at public hearings before formation of the planning districts.

B. Administrative/procedural information that contains research, analysis, and recommendations concerning the formulation or modification of initial management practice, which affects the program of our agency. An example of this could be Dr. Anderson's work with Parkersburg on solid waste collection.

C. Technical program information - study or consultation on some dimension of an agency's program and activities. An example of this might be our work with Greenbrier County in designing and developing a new position description for a county planner-developer. Another could be a study of how to get citizen input into decision making, such as was done in the needs assessment work in Grafton.

D. Training/information service, i.e., service in which emphasis is devoted to improving skills or cognitive knowledge or attitudes. An example of this would be publication on planning and zoning, regional development and numerous timely articles dealing with summaries of legislature, e.g., Flood Insurance, R.D.A. '72, Water Pollution Control Act of '72, Community Development Block Grants, General Revenue Sharing, etc., that is provided on a timely basis.

E. Participates in policy formation, such as serving on Governor's Advisory Committee on Land-Use and Housing Policy.

F. Works as:

1. A consultant in obtaining citizen input in developing plans, policies, and programs affecting growth of county;
2. A consultant on issues of charter revision, county manager, and bond issues;
3. An applied researcher in conducting studies, such as the needs of community, feasibility studies, cost of government services, etc.; and
4. Facilitator in designing and conducting informal seminars, workshops, conferences, etc., with government officials and agencies on issues, such as personnel management, working with local talent, how to conduct studies, how to conduct public hearings, etc.

To date, we have utilized a multi-disciplinary approach with most of our activities, i.e., utilizing talent from various units within WVU and other state and federal agencies and organizations. Some for example are: the use of law students in studies on land use; social work students and staff in community studies and "C.D." workshops; political science staff and students in community studies; agricultural economics staff in studies related to growth issues, land-use, and community facilities; utilization of county officials' organizations and officials in developing publication on county government.

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: COUNTY GOVERNMENT IN WEST VIRGINIA

Year Initiated: 1976 **Year Completed:** Ongoing

Problem: Lay leaders and citizens lack understanding of operation of County Government.

Training Objective(s):

Provide homemaker leaders and other community leaders with awareness and understanding of role and responsibilities of county Government offices and how they might link up with County Cooperatives to improve community.

Audience: Primarily homemaker leaders.

Content: Two-hour program is developed in concert with State Specialist, County Home E.C. Agent, and County officials; publication distributed; and meeting held with county officials.

Steps in Developing and Implementing the Program:

Developed publication in concert with County Official Association, information presented to staff, preliminary calls with home demo made on County Office, and meeting held with County officials.

Results: Depends - sometimes this just provides awareness - and at other times women work with county officials to work on specific projects.

Sponsoring Organization(s):

Homemaker Club.

Source of Funds:

C.E.S. - Title V.

Publication(s):

County Government in West Virginia, Anthony Ferrise, 1976.

Other Information:

Publication developed in concert with statewide County Officials Association.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: PUBLIC SERVICE DISTRICT INSTITUTION

Year Initiated: 1978 Year Completed: Continuous

Problem: Public Services Districts (P.S.D.'s) are a special form of government in West Virginia. They are fragmented and have access to very little, if any, information for decision purposes to improve their P.S.D.

Training Objective(s):

Learn of problems facing P.S.D.; provide information on fiscal affairs, legal matters, and management; and provide forum to deal with P.S.D. problems.

Audience: County P.S.D. Commissioner, County Commissioner.

Content: One-day workshop held in concert with Regional Development Authority, and workshop dealt with problems of P.S.D.

Steps in Developing and Implementing the Program:

Worked in support with Regional Development Authority to develop program; speakers obtained; materials developed; conference held; and evaluation conducted.

Results: Provided forum for exchange of ideas and awareness of problems.

Sponsoring Organization(s):

Kanawha County Regional Development Authority, Kanawha County Commission, C.E.S.

Source of Funds:

Local.

Publication(s):

Series of three publications developed by Kanawha Regional Development Authority, Jack Whiting and James Whisker, 1978.

SUMMARY DESCRIPTION OF AN INDIVIDUAL LOCAL GOVERNMENT TRAINING PROGRAM

Title: POPULATION - CHANGES IN WEST VIRGINIA.

Year Initiated: Year Completed:

Problem: Local government officials lack current data on population changes for program planning purposes.

Training Objective(s):

Provide local government officials and others with information on population changes at the county and municipal level.

Audience: Local election officials, planning commission, development groups, and county and city administrators.

Content: Developed publication reflecting current population changes.

Steps in Developing and Implementing the Program:

Information gathered from different sources, published, and disseminated.

Results: Unconsolidated feedback on usefulness of data for local government in program planning purposes.

Sponsoring Organization(s):

Cooperative Extension Service

Publication(s):

Population Changes, Anthony Ferrise.
Estimated Population Changes for West Virginia Counties and Municipalities, 1970-75, Anthony Ferrise, July 25, 1977.

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: MUNICIPAL AND COUNTY PLANNING INSTITUTE

Year Initiated: 1978 **Year Completed:** Ongoing

Problem: Municipal and County Planning Commissions lack information and need training to improve their decision-making capacity in planning activities.

Training Objective(s):

To provide planning commission members, governing bodies, and others with information on community planning; and to increase (P.C.) members understanding of planning concepts, procedures and problems.

Audience: Planning Commission members, elected (local) officials, staff of local government, and others.

Content: A three-day workshop dealing with municipal and county planning.

Steps in Developing and Implementing the Program:

Program developed in concert with State Planning Association; fund obtained from Governor's Office; workshop materials prepared; workshop held; and workshop evaluated.

Results: Results from evaluation indicated program was successful and should be held annually.

Sponsoring Organization(s):

West Virginia Planning Association, Governor's Office, Cooperative Extension Service.

Publication(s):

Legal Basis of County and Municipal Planning, West Virginia, Anthony Ferrise, 1978, 1979.

SUMMARY DESCRIPTION OF AN INDIVIDUAL
LOCAL GOVERNMENT TRAINING PROGRAM

Title: NEEDS ASSESSMENT - GRAFTON

Year Initiated: Year Completed:

Problem: To obtain citizen input using City Council on needs facing the community, and establishing priorities for spending General Revenue Sharing and "C.D." funds.

Training Objective(s):

To provide Town Council with an opportunity to learn how to obtain citizen input in assessing needs of municipality, provide youth with opportunity to become meaningfully involved in overcoming town problems, and to provide citizens with an opportunity to learn more about the operation of Municipal Government and getting their inputs into it.

Audience: City Council, youth, citizens, newspaper, and radio.

Content: Survey made of municipality needs, report prepared, and results reported and implemented.

Steps in Developing and Implementing the Program:

Survey, design, and instrument development with agent and city council; inservice training with youth who collected and tabulated data; mass media publicity; report prepared; accepted and implemented by council; and reported back to public.

Results: Better feelings between citizens and council, critical problems identified and acted upon, youth have better understanding of government, and special recognition given to Extension for its efforts via certificate and luncheon.

Sponsoring Organization(s):

Cooperative Extension Service, Municipal Government and High School.

Source of Funds:

Cooperative Extension Service, Title V.

Publication(s):

A Citizens View of Priority Needs in Grafton, Anthony Ferrise and Delmar Yoder, October 1977.

APPENDIX A

PARTICIPANTS
Northeast States Conference on Educational Programs for Local Government

Connecticut

Edward T. Dowling
Extension Professor
Institute of Public Service
University of Connecticut
Storrs, CT 06268

Donald Francis
Extension Agricultural Center
Brooklyn, CT 06234

Maria Maiorana Russell
Assistant Director
Cooperative Extension Service
University of Connecticut, U-36
Storrs, CT 06268

Delaware

Dan Kuennen
University Substation
R.D. #2, Box 48
Georgetown, DE 19947

District of Columbia

Jack Timmons
Community and Rural Development
SEA/Extension 50485
U.S. Department of Agriculture
Washington, DC 20250

Charles B. Wood
Academy in the Public Service
2103 Wisconsin Avenue, NW
Washington, DC 20007

Iowa

J.M. (Jack) Whitmer, Jr.
Extension Political Scientist
506 Ross Hall
Iowa State University
Ames, IA 50010

Maine

W. Donald Callan
Bureau of Public Administration
162 College Avenue
Orono, ME 04469

Maryland

Sidney Ishee
Department of Agricultural and Resource Economics
University of Maryland
College Park, MD 20740

Edward Kelleher
Department Director
Maryland Technical Advisory Service
University of Maryland
College Park, MD 20742

George D. Wood
Extension Agent, CRD
520 N. Market Street
Frederick, MD 21701

Janet C. Wunderlick
Area Agent, CRD
11 Prospect Square
Cumberland, MD 21502

Massachusetts

Catherine Flynn
Cooperative Extension Service
314 Draper Hall
University of Massachusetts
Amherst, MA 01003

David A. George
Institute of Government Services
University of Massachusetts
Middlesex House
Amherst, MA 01003

Mississippi

William W. Linder, Director
Southern Rural Development Center
Box 5406
Mississippi State, MS 39262

New Jersey

Raymond D. Bodner
Department of Government Services
Building 4053 Kilmer Campus
Rutgers University
New Brunswick, NJ 08903

William Rae
Department of Government Services
Building 4053 Kilmer Campus
Rutgers University
New Brunswick, NJ 08903

Ernest C. Reock, Jr.
Bureau of Government Research
Building 4053 Kilmer Area
Rutgers University
New Brunswick, NJ 08903

New York

Herbert J. Engman
Human Development & Family Studies
G-27 Van Rensselaer Hall
Cornell University
Ithaca, NY 14853

James C. Preston
Department of Rural Sociology
434 Warren Hall
Cornell University
Ithaca, NY 14853

Duane Wilcox
Program Coordinator, Cornell Local Government Program
201 ILR Extension Building
Cornell University
Ithaca, NY 14853

Pennsylvania

Peter H.B. Norton
Resource Development Specialist
1 Weaver Building
Pennsylvania State University
University Park, PA 16802

West Virginia

Anthony Ferrise
Extension Specialist
Room 1130 Agricultural Science Bldg.
West Virginia University
Morgantown, WV 26506

Delmar Yoder
Extension Specialist Resource Dev.
1126 Agricultural Science Bldg.
West Virginia University
Morgantown, WV 26506

Vermont

Malcolm Bevins
University of Vermont
178 South Prospect Street
Burlington, VT 05401

Robert Townsend
Extension Service
Town Hall
Woodstock, VT 05091

Noah Thompson
Extension Service
Box 87
Essex Junction, VT 05452

Northeast Regional Center for Rural Development

Lee M. Day, Director
NE Regional Center for Rural Development
293 Roberts Hall
Cornell University
Ithaca, NY 14853

Samuel M. Leadley
204 Weaver Building
The Pennsylvania State University
University Park, PA 16802

Frederick Schmidt
Department of Sociology
131 S. Prospect Street
University of Vermont
Burlington, VT 05401

APPENDIX B

Participant Comments and Recommendations for a Possible Follow-up to this Conference

A copy of the letter sent to participants after the Conference inviting their suggestions or recommendations for use in planning a possible follow-up conference is presented here with a summary of the response to each question. Eleven participants responded to the survey.

* * * * * * * * * * *

TO: Participants, Northeast States Conference on Educational Programs for Local Government

FROM: Jim Preston and Duane Wilcox

RE: Recommendations for follow-up to this year's conference

At least two of the recommendations put forth during the wrap-up of the May 8-9 Conference in Durham appeared to have support of the entire group, namely that:

1. There should be a follow-up meeting in one year;
2. Participants should be invited to provide additional feedback on the past conference with recommendations or comments with regard to a possible conference in 1980.

In regards to this last point, we would like to invite you to respond to the following questions while the matter of this year's conference is still relatively fresh in your mind.

The objectives of the Conference were:

a. To share existing educational materials in the Northeast for multi-state use;

b. To analyze alternative approaches to local government educational programs and program strategies;

c. To strengthen inter-university ties among local government educators; and

d. To identify gaps in program materials and to explore strategies for filling the gaps.

QUESTION 1. Looking ahead to a possible follow-up conference, how would you, if necessary, modify (delete, restate, add to) these objectives?

RESPONSE:

- objective b ("to analyze alternative approaches to local government educational programs and program strategies") was weak;

- I was satisfied with the objectives as stated;

- Add e -- to identify and discuss ways of securing additional funds to support local government extension education;

- The conference touched on conflicts among educational agencies within states. A follow-up conference could explore strategies for cooperative programs to be developed by state agencies -- identify potential areas of cooperation;

- Objective c -- and intra-university;

- Objective d -- should be expanded to more specifically analyze gaps in Extension resources to conduct local government programs;

- An objective should be added to analyze Extension's strengths and weaknesses in this area.

QUESTION 2. Conference participants were campus-based staff and some regional extension specialists. Should a future conference be designed for the same participants?

RESPONSE: Yes 5 No 4

1) If no, what changes would you recommend with regard to prospective participants?

RESPONSE:

- Add more regional extension specialists;

- Invite those persons who are doing research on local government and who may or may not be in traditional academic departments.

- Include national association representatives, i.e., ICMA, NACO, League Cities, etc.;

- If a conference were held in the Washington, DC area, some kind of opportunity might be provided for participants to mix with appropriate representatives of federal agencies;

- Also include other local agencies - educators such as State Departments of Community Affairs - and clientele such as associations of municipal officials;

- Should include campus and field staff.

QUESTION 3. What specific topics would you recommend be considered as a follow-up to this year's conference?

RESPONSE:

- Concentrate on one issue - perhaps property taxation, another year, another issue.

- More emphasis on subject matter, program materials, training needs as perceived by local officials;
- More detailed explanation of how some of the educational programs are financed;
- A speaker or panel to give an overview of grant availability and procedures;
- Evaluation criteria and promotion procedures for persons involved in local government education;
- Labor management;
- Energy impact accounting/environmental impact;
- Productivity measurements;
- Service contracts;
- Risk management;
- Public relations;
- How and where to gather financial support;
- Potentials for some regional projects, i.e., land-use, forestry practices by municipalities, solid waste, town finances;
- Presentations of federal educational programs on local government that can be used in Extension or other local programs;
- Citizen participation in needs assessment, budgeting and other decision-making processes;
- How local government can best reflect the feelings and wishes of the constituents they serve;
- Extension local government educational programs, models, materials;
- Hold the conference in Washington and be set up so as to familiarize some of the sources of money there with what the Centers and Extension are doing in local government education.

QUESTION 4. What, if any, changes would you suggest in the format of the Conference?

RESPONSE:

- Greater depth. Perhaps a panel approach;
- Better preparation by speakers;
- Selection of specific topics in order to avoid repetition of persons describing what they do or have done;

- Leave a portion of one afternoon free when Conference is held at a university to allow some time for relaxation and for use of the various facilities;

- None, continue with audio-visuals;

- Perhaps some workshops in addition to the presentations so that participants could discuss some of their unique experiences - both problems and solutions;

- You might consider workshop discussions on specific subject matter, e.g., financial management, O.D., revenue sources;

- Workshop approach where the participants along with a facilitator might explore a specific issue related to local government;

- More specific examples of Extension program for local government, i.e., not those specifically funded by Title V and other sources.

QUESTION 5. Do you have any preference other than May as a month to hold the conference? If so, which month(s)? Spring or Fall

RESPONSE:

Nine respondents felt that May was satisfactory.

QUESTION 6. Was the duration of the conference (two days) too long _____; too short _____; just right 8.

RESPONSE:

- Perhaps use the afternoon of the second day, if necessary.

QUESTION 7. Might other states, such as other Atlantic Coast states, be included.

RESPONSE: Yes 8 No 2

If yes, any suggested states:

RESPONSE: Ohio, North Carolina, South Carolina, Virginia, Georgia, Florida

Where would you recommend that the conference be held:

RESPONSE: Upstate New York, Boston, New England, North Carolina, Washington, D.C. area.

- If you include states below West Virginia, then the conference should be held somewhere in Maryland or Southeastern Pennsylvania;

- Depending on energy problems - meet in airport;

- New York may be more central;

- Princeton, NJ

The following comments were made where individuals had checked "no" for an answer:

- Perhaps a second conference in that area;
- Would become too large a group for meaningful discussion.

QUESTION 8. Any other comments and/or recommendations?

RESPONSE:

- Assessment of specific needs of clients - the philosophy and the implementation of such training;
- Congratulations on the Durham Conference. A chance to compare notes with some bright people;
- One of the problems I had with the tone of the conference was the apparent negative feeling toward traditional political scientists and public administrators. This was particularly strong in those states in which the Land-Grant Institution and the state university were two separate institutions. The consensus seemed to be "let's go on our merry and separate paths".

  If the extension and/or continuing education function is to be tolerated and not encouraged, should we not hit this question head on? We could do this by inviting faculty colleagues who are engaged in teaching and research and perhaps a university president or two who has to look at the overall mission of a state university;
- The conference was terrific! Really informative. And knowing other state's experiences with educational program development lent a helpful experience to our efforts;
- Have some local government participants serve on a panel or in some manner share their perspective of local government problems as well as areas in which they feel educational programs might be helpful to them.
- The conference was very good; the setting and planning was excellent;
- The conference somewhat missed the mark for me by focusing too much on the work of Institutes of Government whose total responsibility is local government education. That is not an Extension reality.

PUBLICATIONS OF THE NORTHEAST REGIONAL CENTER FOR RURAL DEVELOPMENT

Publication

Publications 1, 2 and 3, Outdated and supply depleted

4. *Papers — Workshop on Evaluating State Title V Pilot Programs in the Northeast, October 29-31, 1974. January 1975.*
5. *The Proceedings of the Conference on Rural Land-Use Policy in the Northeast, October 2-4, 1974. February 1975.*
6. *Supply depleted.*
7. *State Land-Use Laws in the Northeast: A Compendium and Classification of Selected Statutes. By Leslie C. Hyde. April 1975.*
8. *Evaluating Impacts of Economic Growth Proposals: An Analytical Framework for Use With Community Decision-Makers. April 1975.*
9. *Report on the Property Research Workshop, June 25-28, 1975. Prepared by Dale Colyer, West Virginia University. January 1976.*
10. *Priorities in Community Services Research for the Northeast: A Report of the ad hoc Committee on Community Services, January 1976.*
11. *An Approach to Evaluation of Rural Development Act Title V Programs. By Robert W. Miller, West Virginia University, February 1976.*
12. *Rural Land Use — Problems & Possibilities. A series of eight pamphlets on land use control in rural areas. By the Land-Use Subcommittee of the Northeast Extension Public Policy Committee. September 1976. Thirty dollars per hundred packets. (Minimum-one hundred).*
13. *Priorities in Economic Development Research for the Northeast: A Report of the ad hoc Committee on Economic Development. April 1977.*
14. *The Proceedings of the Workshop on Rural Gerontology Research in the Northeast, May 24-27, 1977. July 1978.*
15. *Housing for Rural People in the Northeast: A Research Agenda, A Report of the ad hoc Committee on Rural Housing Research. July 1978. 22 pp.*
16. *Educational Materials for Community Resource Development: An Annotated Bibliography for Extension Professionals. Edited by John S. Reaves. September 1978. 113 pp.*
17. *Energy for Local Government: Extending Energy Resources. Proceedings of Owego Conference (March 4, 1978). April 1979. 80 pp.*
18. *Proceedings of Northeast States Conference on Educational Programs for Local Government, May 8-9, 1979. Forthcoming.*

    Evaluative Research in Rural Development: Concepts, Methods, Issues. By Robert W. Miller, West Virginia University. June 1979. 187 pp. $3.00/copy.

Programs of the Northeast Regional Center for Rural Development are available without regard to race, color, religion, sex or national origin.